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UNITED NATIONS INTERIM OFFICES

Statement made on behalf of the Secretary-General by the Under-Secretary-General for Policy Coordination and Sustainable Development before the Second Committee on 9 November 1993

I have the honour to make a statement, on behalf of the Secretary-General, in introduction of the discussion in this Committee on agenda item 154, "United Nations interim offices". In this connection, I wish also to refer to the report of the Secretary-General entitled "United Nations interim offices", which is contained in document A/48/146/Add.1. As stated therein, that report has been submitted in fulfilment of the Secretary-General's undertaking in document A/C.5/47/89 of 23 March 1993 to report to the General Assembly on the experience gained in the establishment and functioning of seven United Nations interim offices and was intended to be the "broad, policy-oriented report to the General Assembly at its forty-eighth session" referred to in paragraph 4 of the seventeenth report of the Advisory Committee on Administrative and Budgetary Questions (A/47/7/Add.16 of 30 March 1993). I should add that since the issuance of that report the Secretary-General has benefited from a wide variety of views conveyed to him formally and informally on the matter. This statement, which takes into account the views expressed to the Secretary-General, should be viewed as representing the up-to-date position of the Secretary-General on the question.

In its resolution 47/199, entitled "Triennial policy review of operational activities for development within the United Nations system", the General Assembly requested the Secretary-General "to ensure that the operational activities for development within the United Nations system carried out in new recipient countries are undertaken, from the outset" - I repeat "from the outset" - "on the basis of an integrated, unified, cost-effective and innovative approach to development cooperation and presence in the countries concerned and to ensure effective support to them, while ensuring that such support is not to the detriment of existing programmes for developing countries". The United Nations interim offices have been established within this context and on the basis of those guidelines.

At the same time, other related provisions of resolution 47/199 call forcefully for action to be taken to ensure a more effective, unified presence at the country level. The resolution specifically emphasizes "the importance [the General Assembly] attaches to a more effective and coherent coordinated approach by the United Nations system to the needs of recipient countries, particularly at the field level". It mandates the Secretary-General "to strengthen the resident coordinator system" and contains a number of provisions designed for that purpose. In particular, it calls for "improving the efficiency and effectiveness of the United Nations system at the field level, through a fully coordinated multidisciplinary approach to the needs of recipient countries under the leadership of the resident coordinator"; encourages "individual specialized agencies at the field level to participate fully in all aspects of the resident coordinator system"; proposes "enhancing the responsibility and authority of the resident coordinator for the planning and coordination of programmes"; and mandates the preparation of country strategy notes "in all recipient countries where the Government so chooses" under the leadership of the resident coordinator. A major thrust of resolution 47/199 is thus to promote greater coherence, coordination and efficiency in the activities of the United Nations development system in the field, building on past experience and existing legislative mandates. This effort must be pursued in the interests of recipient countries and in full cooperation with them. Its basic purpose must be to make the provision of United Nations assistance demand-driven on the basis of the expressed preferences of the recipient countries.

In seeking to respond to these mandates, the Secretary-General has proceeded to conduct two separate but related exercises. One exercise has been the establishment of the interim offices in accordance with the guidelines provided. The second exercise has been the implementation of the provisions of resolution 47/199 in respect of the resident coordinator and other linked provisions; progress to date in this regard has been reported on to the Economic and Social at its substantive session this year (E/1993/73). I will have more to say on this when the item on operational activities for development is taken up in this Committee. Both these processes are rooted in the same ground - resolution 47/199 with its interlinked provisions. The Secretary-General has sought to ensure, therefore, that, though separate, these processes are complementary and mutually reinforcing.

Let me turn to the first of these exercises. In responding to the request of the General Assembly for an innovative approach which would also ensure an integrated presence, the Secretary-General decided to establish offices in new recipient countries in which the representatives of all United Nations programmes and funds operating in those countries would form a part. The perception that the United Nations is fragmented has, as one of its most visible manifestations, the plethora of offices in the field. Integration of effort, reflected through a single visible presence, marks an important new advance in the drive for a unified, cost-effective United Nations presence in the field.

The Secretary-General's approach in both exercises has been adopted with two aims in mind. Substantively, it is intended to respond to the demands of Member States for a better coordinated and multidisciplinary response to the needs of recipient countries in the implementation of programmes, while maintaining the separate identities of funds and programmes. Administratively,

it is intended to respond to the urgings of the General Assembly to reduce administrative costs and maximize resources available for programme delivery through, inter alia, the establishment of common premises for United Nations offices in recipient countries. In the case of the interim offices, substantive coordination and administrative simplification have been ensured from the outset. The Secretary-General has expressed the hope that the specialized agencies would choose to be associated with these offices and the Administrative Committee on Coordination has welcomed his decision to work for a more unified field presence.

The Secretary-General felt that from the outset the heads of the new offices should have the means to exercise the desired leadership in the field. It was, therefore, decided to use the title "United Nations representative" for the heads of the offices in order to enhance their capacity to perform as team leaders in the field and to assist the host Government by establishing clear focal point arrangements on the United Nations side from the start. At the same time, the Secretary-General proceeded from the assumption that in almost all cases the same person would serve as both United Nations representative and resident coordinator and that the person would normally be the resident representative of the United Nations Development Programme (UNDP). It should be borne in mind that the Secretary-General has also been requested in resolution 47/199 to "widen the pool of qualified development professionals eligible for appointment as United Nations Development Programme resident representatives/resident coordinators to include the members of the Joint Consultative Group on Policy" and to ensure that "the creation of an additional bureaucratic layer should be avoided". In making the appointments of United Nations representatives, the Secretary-General has not overlooked these guidelines.

Concern has been expressed that in addition to responsibilities and functions in the area of development activities, the United Nations interim offices would be expected to perform political functions without legislative mandate. Concern has also been expressed that the offices might assume functions to the detriment of the primary, development-support objectives of United Nations offices in the field. Furthermore, there appears to be concern that a "politicized" new model for United Nations offices in the field is being advanced, which will then be extended to the existing network of United Nations field offices. On behalf of the Secretary-General, allow me to state emphatically that none of these concerns is grounded in reality.

United Nations public information activities are an integral component of the interim offices. The coordination of humanitarian assistance of the United Nations system at the country level in complex emergencies requiring a coordinated response is normally the responsibility of the resident coordinator, in accordance with General Assembly resolution 46/182 of 19 December 1991 - a responsibility which is assumed by the heads of field offices not only in new recipient countries but in other countries as well. Some of these activities involve aspects that may not fall within the accepted definition of operational activities for development. All, however, take place as a result of clear legislative mandates and in agreement with the countries concerned.

Another concern that has been expressed relates to the possible use of the interim offices for human rights monitoring and that such activities would be

extended to other United Nations field offices. No general legislative mandate of this nature has been conferred on the Secretary-General. When the Secretary-General is required to undertake human rights, preventive diplomacy or peace-keeping activities in particular countries in response to General Assembly or Security Council mandates, he will consult with the Government concerned to determine, with its consent, how such mandates can be implemented. There is no intention to have such activities form part of the functions of the interim offices, except where specific mandates exist. In this connection, it is worth noting that the United Nations is being asked increasingly by Governments to provide technical assistance for the democratization process within States in areas such as electoral support and the development of constitutional law.

The Secretary-General is convinced that the brief, experimental experience to date with the interim offices has been positive. He believes that the functions being carried out by these offices are in accordance with legislative mandates, especially those calling for an integrated, unified, cost-effective and innovative approach to development cooperation and presence in new recipient countries, the strengthening of the resident coordinator system and the development of a more integrated, multidisciplinary United Nations presence in the field. The interim offices have been established in full cooperation and with the agreement of the countries concerned, which he feels have benefited already from their presence. The main function of these offices has been, and will continue to be, to respond to the development needs of the countries concerned, including through the provision of coordinated humanitarian assistance where required. The United Nations is under increasing pressure from Member States to rationalize its activities, minimize administrative expenses and conduct its work in a coherent and coordinated fashion. The United Nations interim offices are a response to these concerns in the specific context of the needs and preferences of new recipient countries and in conformity with existing legislative mandates.

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THE SITUATION IN CENTRAL AMERICA: PROCEDURES FOR THE ESTABLISHMENT OF A FIRM AND LASTING PEACE AND PROGRESS IN FASHIONING A REGION OF PEACE, FREEDOM, DEMOCRACY AND DEVELOPMENT

Report of the Secretary-General

I. INTRODUCTION

1. The present report is submitted pursuant to General Assembly resolution 47/118 of 18 December 1992. It covers developments relating to progress achieved by Central American countries in the areas of peace, freedom, democracy and development, as well as the implementation of mandates given to the Secretary-General by the Assembly in the above-mentioned resolution.

2. The United Nations has been assisting the peace process in Central America for a decade. Three principal organs of the Organization have been and remain involved in that process. Since 1983, the situation in Central America has been discussed annually by the General Assembly. Since 1989, two important peace-keeping missions have been carried out in Central America under the authority of the Security Council, namely, the United Nations Observer Group in Central America (ONUCA) (November 1989-January 1992) and the United Nations Observer Mission in El Salvador (ONUSAL) (since July 1991). ONUSAL is one of the most comprehensive efforts ever undertaken by the United Nations. The Secretary-General played a key role in the peace process in El Salvador and his good offices continue to be involved there and in the peace talks to settle the civil conflict in Guatemala. In addition, most programmes and agencies of the United Nations system are currently providing technical assistance to Central America within country programmes or regional frameworks.

3. This comprehensive and multifaceted involvement is reflected in a number of reports submitted to the General Assembly at its forty-eighth session. These include the reports of the Secretary-General on assistance for the reconstruction and development of El Salvador (A/48/310) and on the Special Plan of Economic Cooperation for Central America (A/48/405), and the report of the United Nations High Commissioner for Refugees, which contains a section

dealing with regional developments in the Americas and the Caribbean including the International Conference on Central American Refugees (CIREFCA) (A/48/12, paras. 105-116). While referring to developments in individual countries or specific activities of the United Nations system, this report focuses on the regional process as a whole.

II. THE CENTRAL AMERICAN PROCESS

4. The end of the cold war and the end of the armed conflicts which afflicted El Salvador and Nicaragua and affected the region as a whole during the 1980s have generated better prospects for the achievement of the goals of peace, democratization, reconciliation, development and justice set out by Central American Governments, and to which successive Central American Presidents renewed their commitment at all 14 presidential summit meetings held since 1986.

5. In several areas, these improved prospects have materialized: the settlement of the civil conflicts in Nicaragua and El Salvador has allowed thousands of refugees and displaced people to return to their homes. The improved political climate and efforts for macroeconomic stabilization have increased business confidence both internationally and within the region taken as a whole. The Economic Commission for Latin America and the Caribbean (ECLAC) observed a significant economic reactivation during 1992. That overall economic growth originated to a large extent in internal demand and not exclusively in external demand as in previous years. The transition from confrontation to consensus in intergovernmental relations has generated increased cooperation on a large number of issues. It has rekindled the thrust towards regional integration, with concrete results particularly in the area of trade.

6. As security concerns fuelled by armed conflicts and the cold war fade away, the prospects for continued strengthening of democratic institutions have improved. Evidence of that progress in the area of democratization is the fact that four Central American countries are in the midst of democratic electoral processes. Events in Guatemala leading to the election of Mr. Ramiro de León Carpio as President on 6 June 1993 also testified to the widespread support for the rule of law. In all Central American countries, human rights organizations have been pressing Governments to fulfil their responsibility in the observance and protection of human rights. The increased assertiveness of civil society is also evidenced by the number and vigour of issue-oriented organizations and professional associations which are generating a new, more diversified political process.

7. On the other hand, Central American Governments are well aware that positive developments such as the end of super-Power confrontation and the settlement of armed conflicts in the region have not removed all obstacles to the realization of the goals of the Esquipulas process. The economic gains mentioned above must be consolidated against a background of world recession, decline in the price of traditional exports and growing difficulties for some export products to enter foreign markets. To quote the Guatemala Declaration adopted by the Presidents of the Central American countries on 29 October 1993: "Central Americans recognize that there is still a long way to go to reach the goals of our transformation: the consolidation of peace, democracy and the integral development of our societies". The region is still to become a region

of peace, with the longest lasting conflict in Central America yet to be settled in Guatemala. In addition, many of the structural causes of the acute crisis suffered in the 1980s are still present. Social disparities remain a source of tensions. With regard to health care, housing, education and employment, the region's indicators continue to be a cause for concern. Across the region, extreme poverty has been on the increase in recent years. In addition, new challenges have emerged, such as drug trafficking and environmental degradation.

8. Against that background, economic policies essential for macroeconomic stabilization have often been accompanied by a deterioration in social conditions, and by diminished Government ability to take remedial action, thus placing added strain on the political process. The difficulty of pursuing an agenda of economic adjustment while also aiming at correcting social inequalities and alleviating political tensions has become particularly obvious in Nicaragua, which is confronted with the legacy of a decade of civil war. Managing the requirements of economic stabilization and the financial implications of the Peace Accord is also proving a difficult task in El Salvador. Throughout the region, Governments as well as other sectors of society have stressed the need to address, on a priority basis, the critical issue of poverty, inter alia, to promote lasting peace and political stability.

9. In that context, Central American Governments have continued to stress the interrelationship between the goals of peace, freedom, democracy and development. In the Panama Declaration of 11 December 1992, adopted at their thirteenth summit meeting in Panama, the Central American Presidents stated that it was imperative to ensure the continuous improvement of genuine democratic, pluralistic and participatory processes, which respect fundamental political freedoms and human rights, and the preservation of democracy in the region. Further, they outlined the primary challenges faced by Central America, namely, the improvement of democracy, the consolidation of peace, access to international markets on equitable conditions and sustainable development with social justice (A/47/897, annex).

10. Again, at their fourteenth summit meeting, held in Guatemala on 28 and 29 October 1993, the Central American Presidents stressed, inter alia, the need to promote democratic processes and ensure the observance of human rights in the region, fight against poverty, proceed further with the modernization of their productive capacities to the benefit of all sectors of society, and protect the environment.

Regional cooperation and integration

11. To meet this ambitious agenda, in addition to national efforts in economic, social and institutional development, Central American Governments have continued to emphasize the strategic importance of greater regional cooperation and integration. In the Panama Declaration, the Presidents of the Central American countries stressed the need for "effective instruments of integration, namely, a regional institutional framework and strategies for integrated development, encompassing the agricultural sector as the linchpin of regional economic revitalization" (A/47/897, annex). At the fourteenth summit meeting, the Presidents signed a protocol which updates the Central American Treaty of Economic Integration of 1960 and seeks to promote a voluntary, gradual and

progressive process leading to the establishment of a Central American economic union.

12. While the issue of integrated economic development has received much attention during the reporting period, a distinctive feature of the region's efforts in the area of cooperation remains its emphasis on political and institutional cooperation. In 1993, meetings between Central American Presidents have continued to prove an effective and flexible format for high-level regional decision-making. As indicated above, since the last report of the Secretary-General on the situation in Central America (A/47/739-S/24871), Central American Presidents met at two regular summit meetings, in Panama and Guatemala. They met at a special summit in Belize from 19 to 21 February, at the invitation of the Belizean Government, to coordinate regional efforts in the fight against drugs and drug trafficking. In addition to their regular meetings, Central American Presidents met on an ad hoc basis on 1 and 17 June in El Salvador and Guatemala respectively, in connection with the crisis in Guatemala in late May, and again on 27 August in El Salvador to address the situation in Nicaragua and offer their good offices to facilitate national reconciliation efforts in that country.

13. In 1993, the system of regional institutions expanded to include the Central American Court of Justice, headquartered at Managua, whose Statute was adopted at the thirteenth summit meeting. At that meeting it was also decided to set in operation the Central American Integration System (SICA), provided by the Tegucigalpa Protocol of 13 December 1991. SICA was formally established on 1 February 1993 and its headquarters in San Salvador were inaugurated on 27 October 1993. Since its inception, the secretariat of SICA has sought to ensure better coordination between the many regional agencies that make up the Central American System and has also been involved in the good offices mission sent by Central American Presidents to promote the national dialogue in Nicaragua.

14. While not directly related to the Esquipulas process, progress in overcoming territorial disputes, which stood for decades in the way of regional integration, deserves a mention in this review of the situation in Central America: last year, the Judgment of the International Court of Justice in the Land, Island and Maritime Frontier Dispute (El Salvador/Honduras: Nicaragua intervening), was endorsed in an exemplary manner by the countries concerned. The implementation of the Court's Judgment offers an opportunity to strengthen further the cooperation between the three countries. Another development that was heartily welcomed by the international community was the recognition of Belize by the Government of Guatemala and the establishment of diplomatic relations between the two countries in 1991. This set the stage for the settlement of a long-standing territorial dispute. That development has opened new opportunities for strengthening good-neighbourly relations between the two countries and for regional cooperation as a whole.

Extraregional cooperation

15. While emphasizing their own commitment to the goals of peace, freedom, democracy and development, Central American countries continued throughout 1993 to stress the role that the international community has played and should continue to play in promoting their achievement. In that context, they

expressed a concern that pressing demands for international assistance in other regions may divert the international community's attention from the continued need for its support to the Central American process.

16. During 1993, in addition to bilateral relations, Central America furthered international cooperation through various mechanisms. At their meeting at Caracas on 12 February 1993, Central American Presidents and the Presidents of the Group of Three (Colombia, Mexico and Venezuela) adopted the Caracas Commitment, which established a new framework for cooperation (esquema de cooperación), and a Caracas Statement, which renewed their commitment to the creation of a free-trade zone. At their ninth ministerial meeting, held in El Salvador on 22 and 23 February 1993, Ministers from Central America and the European Community and its member States signed the San Salvador Agreement on further cooperation between the two regions. In the joint political and economic communiqué issued by the Conference, the Ministers expressed their satisfaction at progress made towards peace, dialogue, reconciliation and the consolidation of democracy. They also noted the obstacles and risks that could affect that evolution and stressed, inter alia, the urgent necessity that such progress should be supported through a sustained effort from the region and the appropriate support from the international community. On 15 and 16 March 1993, a special session of the Partnership for Democracy and Development in Central America (PDD) was held in Tokyo with the participation of 30 countries. PDD members expressed their shared view that democracy and economic development are the two elements that must proceed in tandem to consolidate the Central American peace process, and that well-balanced assistance, with balanced emphasis on both areas, should be ensured.

17. International financial institutions - the International Bank for Reconstruction and Development (World Bank), the International Monetary Fund and the Inter-American Development Bank - were also actively involved in promoting a structured dialogue between the international donor community and Central American countries. The first meeting of the Regional Consultative Group for Central America, coordinated by the Inter-American Development Bank, was held in March 1993 in Brussels. Among the main topics were regional technical cooperation in the fields of energy, human resources, the environment and science and technology. Meetings of national consultative groups were held in Paris in April 1993 under the auspices of the World Bank. The meeting on El Salvador provided an opportunity to review progress made during the first year of the National Reconstruction Plan and pledges were made by donor countries in the amount of US$ 800 million. At the meeting on Nicaragua, the national reconciliation process was assessed and pledges totalling approximately $750 million were made. In September 1993, an informal meeting was organized by the World Bank in Washington, D.C. at the request of the Government of Guatemala. Donors offered financial support with a view to meeting a $150 million short-term need.

18. It should be noted that the Organization of American States (OAS), and in particular its Secretary-General, Dr. João Baena Soares, were prominently involved, in cooperation with Central American Governments, in successful efforts to reinstate democratic institutions in Guatemala following steps taken in late May 1993 by former President Jorge Serrano. Subsequently, in connection with developments in Nicaragua in late August and early September, the Permanent Council of OAS met in special session on 3 September to state, inter alia, its

support for President Violeta Barrios de Chamorro of Nicaragua and for the good offices exercised by the other Central American Presidents. The Permanent Council also requested the Secretary-General of OAS to take the necessary steps to consolidate democracy and promote national dialogue among the various actors in Nicaraguan national life.

III. UNITED NATIONS

19. Since the last report of the Secretary-General on the situation in Central America (A/47/739-S/24871), the United Nations has continued to support Central American countries in their efforts to consolidate peace, democracy and development, within the mandates entrusted to the Secretary-General and the United Nations programmes and agencies. As mentioned in the introduction, under the authority of the Security Council the Secretary-General has continued to carry out the verification and good offices mandate entrusted to ONUSAL. Under a mandate of the General Assembly and the Security Council, the Secretary-General has continued to exercise his good offices in the search for a negotiated settlement of the Guatemalan civil conflict. United Nations operational activities have been carried out within both national programmes and region-wide frameworks, such as the Special Plan of Economic Cooperation for Central America (PEC) and the International Conference on Central American Refugees (CIREFCA).

United Nations Observer Mission in El Salvador (ONUSAL)

20. The process set in motion by the signing of the Peace Accords between the Government of El Salvador and the Frente Farabundo Martí para la Liberación Nacional (FMLN) has continued. While the mandate and size of the military component of ONUSAL were reduced after the formal end of the armed conflict on 15 December 1992, the scope of the Mission's verification and good offices functions was widened following the release on 15 March 1993 of the report of the Commission on the Truth. 1/ That report contained far-reaching recommendations relating, in particular, to the eradication of structural causes linked to human rights violations that occurred during the civil war and also to institutional reforms to prevent their repetition. In addition, following a request from the Government of El Salvador, the Security Council decided to enlarge the mandate of ONUSAL to include the observation of the electoral process due to conclude with the general elections in March 1994 (resolution 832 (1993)).

21. Since his last report on the situation in Central America, the Secretary-General has regularly informed the Security Council on the work of ONUSAL. The Secretary-General's communications and reports have been circulated as official documents of the Security Council. 2/ In addition, the Secretary-General has conveyed to the General Assembly the periodic reports of the Director of the Human Rights Division of ONUSAL (A/47/912-S/25521, A/47/968-S/26033 and A/47/1012-S/26416 and Add.1). In his report to the General Assembly on the work of the Organization, the Secretary-General reported on ONUSAL, describing it as one of the major comprehensive efforts of the United Nations (A/48/1, paras. 421-427).

22. Significant progress has been made in El Salvador over the past 12 months. In addition to the formal end of the armed conflict, the Secretary-General was able to report implementation by the Government of the recommendations of the Ad Hoc Commission on the Purification of the Armed Forces. Following the discovery of an FMLN arms cache outside El Salvador in May, an intensive effort was launched by ONUSAL to locate and destroy, with FMLN cooperation, remaining armament. As a result, the Secretary-General was able to report that on 18 August the overall verification and destruction of FMLN weapons and equipment provided in the Peace Accords had been achieved. On the other hand, considerable delays have continued to mar the implementation of other key components of the Peace Accords, in particular the transfer of land and other programmes aiming at the reinsertion of former combatants into productive civilian life. The critical issue of financing for the implementation of the Peace Accord referred to in paragraph 8 has not been resolved. In a letter dated 3 November 1993 to the President of the Security Council, 3/ the Secretary-General summarized his concerns regarding the human rights situation, the implementation of the recommendations of the Commission on the Truth, the establishment of the National Civil Police and the registration process. He stressed the need to accelerate the implementation of outstanding agreements to set the stage for the electoral process, which is to be the culmination of the peace process.

23. Last year, in resolution 47/118, the General Assembly expressed its conviction that scrupulous compliance with the Peace Agreement would not only permit an end to the armed conflict through political means but also lay the foundation for major political, legal, economic and social changes that must involve all sectors of the country in the consolidation of a democratic and cohesive society. This concern with the consolidation of peace within a framework of democracy and social and economic changes is fully consistent with the goals of the Central American process itself. The Secretary-General, together with the United Nations system as a whole, will continue, within their respective mandates, to promote the success of that complex endeavour.

Guatemalan peace talks

24. Since his last report on the situation in Central America, the Secretary-General has continued to be represented by an observer in the negotiations between the Government of Guatemala and the Unidad Revolucionaria Nacional Guatemalteca (URNG). In early 1993, while the negotiations had become stalled over the issue of immediate international verification of a human rights agreement, the Government made a proposal whereby it would accept immediate verification provided that URNG would agree to a cease-fire within 90 days, followed by the concentration of its forces under international verification (A/47/873-S/25134, annex). In addition, the Government invited the Governments of Colombia, Mexico, Spain and Venezuela to constitute a Group of Friends and support the negotiation process more actively. The direct negotiations, which had been suspended in August 1992, entered a more active phase with five sessions being held between 23 February and 7 May 1993.

25. Those sessions focused on the simultaneous adoption of two documents: (a) the agreement on human rights, including provisions on the establishment of a commission to investigate human rights violations; and (b) a documento de compromiso, which would include an agreement on the composition and functions of

the Group of Friends, another agreement on the modalities for the participation of sectors of civil society in the peace process, and a compressed timetable for all remaining items of the negotiation agenda, including a time-frame for the signing of a cease-fire agreement prior to the signing of a final peace agreement. While progress was made on some issues, on others, and in particular on the timing of an early cease-fire, agreement proved elusive. While the Government delegation felt that for a serious negotiation to begin it needed a tangible commitment from URNG to an early cessation of hostilities, URNG felt, on the contrary, that any such commitment would jeopardize the substance of the negotiations and undermine its position in a fundamental way. On 7 May 1993, the negotiations were adjourned sine die.

26. Following the election of President Ramiro de León Carpio, the new Government of Guatemala announced that it would seek to establish a new format for the peace process, taking into account what it regarded as fundamental flaws in the previous approach and new opportunities for national dialogue. Under that new format, organized groups of Guatemalan society would bear primary responsibility for reaching political agreements aimed at achieving national reconciliation, while negotiations between the Government and URNG would focus more narrowly on the conditions for the reintegration of URNG into the legal and political life of the country. The Government plan in its final form was announced in Guatemala on 4 October 1993, and later outlined to the General Assembly and presented to the Secretary-General.

27. URNG has strongly criticized the Government's plan, in particular its final version. It has argued, inter alia, that the proposed format would deprive the negotiation process of political and social content, would disqualify URNG as a party to a political settlement of the armed conflict and would close the door to the immediate implementation of an internationally verified human rights agreement, which URNG thinks would offer the best conditions for a viable negotiation. URNG believed that the Government's plan reflected a closing rather than an opening of the political process in Guatemala. It endorsed, as a basis for further negotiation, a proposal published in September 1993 by the Conciliator of the talks, Monsignor Rodolfo Quezada Toruño.

28. On 6 October 1993, the Government of Guatemala asked the Secretary-General to promote a meeting with URNG to discuss a format for the resumption of the negotiation process. In the framework of his mandate of good offices in the Central American process, and without prejudging the format that the parties might find agreeable and the possible role of the United Nations in it, the Secretary-General stated his readiness to continue to assist the parties to achieve the earliest resumption of the negotiations. On the basis of that statement, on 25 October 1993 URNG wrote to the Secretary-General to suggest that he should convene a preliminary meeting with the purpose of establishing the terms for the continuation of the talks. These requests from the two sides open the way for an early resumption of contacts between the parties, which have been interrupted for seven months. For such a preliminary meeting to be fruitful, however, the parties should strive to address frankly each other's basic concerns: while their platforms overlap to a large extent, notably in recognizing the need for a democratic, peaceful political process, for structural reforms and for immediate steps in dealing with poverty, the protection of human rights and democratization, URNG remains sceptical of the Government's willingness or ability to carry out these reforms, while the

Government questions URNG's commitment to a peaceful settlement and a democratic political process.

United Nations operational activities

29. United Nations support to Central America through operational activities has been comprehensive and diversified. It has sought, in particular, to facilitate the regional process. At the national level, at the request of the Governments concerned, the United Nations operational system has concentrated its efforts in the following areas: (a) poverty alleviation, with emphasis on the most vulnerable sectors, particularly with respect to health, housing, education, income-generating activities and social investment schemes; (b) economic reform and public sector policies and management; (c) emergency and development assistance aimed at the repatriation of refugees, and reintegration of demobilized combatants, refugees and displaced people; (d) strengthening of democratic institutions, through support to electoral processes as well as the courts, parliaments and human rights ombudsmen; (e) environmental protection and promotion of sustainable development policies, legislation and practices; (f) population-related programmes; and (g) natural disaster prevention, relief and rehabilitation. The United Nations operational system has also been paying attention to the issue of indigenous people, an area where further action is required, in particular in the framework of the International Year of the World's Indigenous People, 1993. After concentrating their efforts on ensuring economic stabilization and starting a structural adjustment process, the Bretton Woods institutions are now also focusing on social sectors and other economic issues.

30. At the regional level, the Special Plan of Economic Cooperation for Central America has continued to serve as a framework for efforts to consolidate a firm and lasting peace through the promotion of development programmes and projects. The initial mandate of the Special Plan, adopted by the General Assembly at its forty-second session in 1988 (resolution 42/231), was extended for another period of three years at the forty-fifth session (resolution 45/231).

31. The experience gained in 1993 through the implementation of the Concerted Action Plan of CIREFCA and the Programme for Displaced Persons, Refugees and Returnees (PRODERE) confirmed the viability of an approach which seeks to ensure durable solutions to the problem of displacement and stresses development and social integration in areas of extreme poverty or affected by armed conflicts. In that context, it should be noted that the Guatemala Declaration adopted by the Central American Presidents on 29 October 1993 also recognized the need for a transition from emergency assistance to development and stressed the importance of development at the local level.

32. In the economic field, in addition to the ongoing policy dialogue carried out through ECLAC, technical cooperation has been provided in order to improve the region's ability to compete in the world economy. Areas of concentration have been agricultural development, industrial modernization, international trade negotiations, regional economic integration and regional integration institutions. Following the recent signature of the Protocol to the Treaty of Economic Integration, economic sectoral policies and institutional reforms are likely to receive increased attention.

33. Social development is another important area of cooperation. Efforts are centred around the objectives of the Tegucigalpa Agreement on Human Development, Childhood and Youth. Special emphasis has been placed on the fight against poverty, the formulation of investment programmes and the provision of key basic services, notably in the fields of health, education and culture, nutrition and feeding. Support in that area will remain necessary.

34. The United Nations system has also cooperated with Central American Governments and regional organizations in defining a Central American agenda for sustainable development. Efforts will continue to incorporate environmental factors fully into the process of development, the management of natural resources and institution-building.

IV. FURTHER PROSPECTS

35. As a region, Central America has emerged from the difficult decade of the 1980s with three important assets: a dynamic institutional framework; a comprehensive agenda of social, economic and other reforms; and an active partnership with the international community through several cooperation mechanisms, including the United Nations system itself. Together these assets are a powerful instrument to address the challenges of economic growth, improved social justice and further democratization. A key to success will be the continued ability to bring to bear on this comprehensive development effort the sustained dedication and sense of urgency that were mustered in addressing the challenges of civil war and regional tensions. The international community should remain a prominent contributor to that success, not by directing or substituting regional efforts but by supporting Central America's own commitment. The Secretary-General is ready, within the mandate entrusted to him by the General Assembly, to play an active part in that endeavour.

Notes

1/ S/25500, annex.

2/ S/25006, S/25078, S/25200, S/25241, S/25451, S/25500, S/25516, S/25812 and Add.1-3, S/25901, S/26005, S/26052, S/26371, S/26581, S/26606 and S/26689.

3/ S/26689.

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FINANCIAL REPORTS AND AUDITED FINANCIAL STATEMENTS, AND REPORTS OF THE BOARD OF AUDITORS

Independent audits and management reviews of activities of the United Nations system

Report of the Secretary-General

1. Early in 1993, the Chairman of the Panel of External Auditors of the United Nations, the Specialized Agencies and the International Atomic Energy Agency addressed a letter to the Secretary-General of the United Nations, in his capacity as Chairman of the Administrative Committee on Coordination (ACC), conveying the views of the Panel on two related subjects: independent audits and management reviews of activities of the United Nations system on behalf of individual States. The Secretary-General referred the letter to ACC for examination in view of the significance of these issues. Transmitted herewith, as an annex to the present report is the statement of ACC.

2. For the United Nations itself, the views and recommendations of the Panel of External Auditors are particularly timely and pertinent. With increasing frequency in recent years, the United Nations has received from potential donors, either individual Member States or intergovernmental organizations, offers of voluntary contributions which are subject to conditions on the granting of audit access to, or the conduct of management reviews by, representatives of the donor.

3. The Secretary-General has consistently declined to accept contributions to which such conditions have been attached, on the grounds that the conditions are incompatible with the provisions of Article XII of the Financial Regulations and Rules of the United Nations on external audit, and in particular, financial regulation 12.6, which provides that the Board of Auditors shall be solely responsible for the conduct of the audit. Some donors, however, have maintained their insistence on these conditions and, as a result, it has not been possible for the United Nations to accept the proposed contributions, however urgent the need for additional resources.

4. It should be noted that all potential donors in the latter category are either governmental agencies of States Members of the United Nations or institutions composed of Member States of the Organization. For that reason, the Secretary-General recommends that the General Assembly should endorse the views and recommendations of the Panel of External Auditors, as supported by ACC, with a view to persuading potential donors to reconsider their position.

ANNEX

Independent audits and management reviews of activities of the United Nations system

Statement by the Administrative Committee on Coordination

1. On 18 January 1993, the Chairman of the Panel of External Auditors of the United Nations, the Specialized Agencies and the International Atomic Energy Agency addressed a letter to the Secretary-General of the United Nations in his capacity as Chairman of the Administrative Committee on Coordination (ACC). The letter contained views put forward by the Panel at its thirty-fourth session, held on 23 and 24 November 1992, on two related issues: independent financial audits on behalf of donors of extrabudgetary funds to organizations of the United Nations system, and management reviews of the activities of organizations of the system on behalf of individual States. The Secretary-General has referred the letter to ACC for examination in view of the significance of these issues.

2. In the letter the Chairman of the Panel confirms its recognition that those who provide funds to organizations of the system have legitimate interests in seeking assurances about the funds and in expecting transparency in the organizations' presentation of financial information. He also confirms the Panel's position that, in principle, providers of funds should be prepared to rely on the competence of the organizations and the normal internal and external audit arrangements.

3. The Chairman of the Panel draws attention to a number of undesirable features of independent audits of extrabudgetary funds. These include the difficulty of separating examinations of individual funds from the audit of accounts and control systems in general; the further difficulty of segregating information on individual activities from confidential information on other activities; the misleading perception of the accounting system as a whole which may result from examination of a single area; and the inefficiency of special audits in relation to the use of resources, especially where activities of a largely similar nature are concerned.

4. In connection with more wide-ranging management reviews of organizations' activities, the Chairman of the Panel cites the provisions governing external audit which are included in organizations' financial regulations. Those provisions stipulate that the external auditors appointed by organizations' governing bodies are solely responsible for the conduct of audits, while also specifying that governing bodies may request the external auditors to carry out special reviews and report separately on the results. In the Panel's opinion, special reviews by other audit bodies have an impact on the authority and independence of the appointed external auditors. Where they are required, such reviews should be approved in advance by the governing body concerned.

5. In the closing paragraphs of his letter the Chairman of the Panel adds certain practical considerations raised by the Panel. These concern, in particular, the additional audit resources that may be required in cases where appointed external auditors undertake special audits and reviews. In addition,

the Chairman comments on the need for the other bodies carrying out special examinations to consult with the appointed external auditors on liaison, timing and reporting arrangements.

6. ACC is familiar with the problems posed by requests for special audits and management reviews. As the Chairman of the Panel notes, such requests are received by organizations of the system with increasing frequency. His letter is thus particularly timely, and ACC is grateful to him and to the Panel for their statement of views and recommendations on this important matter.

7. ACC fully shares the Panel's concerns and endorses its recommendations with regard to independent audits of funds provided for organizations' extrabudgetary activities. Like the Panel, it considers that the donors of such funds should be prepared to rely on the competence of the organizations and the efficiency of their normal internal and external audit arrangements. ACC would point out, moreover, that all organizations' financial controls are subject to the continuing scrutiny of their Member States, acting through their governing bodies. Bearing in mind also the practical disadvantages which the Panel has identified, ACC wishes to record that it is not in favour of independent audits of individual funds.

8. As indicated above, the Panel's position with regard to management reviews is that such reviews fall within the competence of organizations' appointed external auditors, either as a part of their continuing responsibilities or in response to special requests by governing bodies. ACC notes that this position allows for exceptions in cases where an external management review is approved in advance by the governing body concerned. For its own part, ACC endorses the principles stated by the Panel, and also believes that a degree of flexibility is desirable for the acceptance of external management reviews in exceptional circumstances. Where such management reviews are accepted, ACC agrees that consultations should take place with the Organization's external auditor as recommended in the letter of the Chairman of the Panel.

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QUESTION OF CYPRUS

SECURITY COUNCIL
Forty-eighth year

Letter dated 9 November 1993 from the Permanent Representative of Turkey to the United Nations addressed to the Secretary-General

I have the honour to transmit herewith the text of a letter addressed to you by His Excellency Mr. Osman Ertuğ, Representative of the Turkish Republic of Northern Cyprus (see annex).

I should be grateful if the present letter and its annex, which contains the text of a letter sent to you by His Excellency Mr. Rauf R. Denktaş, President of the Turkish Republic of Northern Cyprus (see appendix) could be circulated as a document of the General Assembly, under agenda item 54, and of the Security Council.

(Signed) Inal BATU
Ambassador
Permanent Representative

ANNEX

Letter dated 9 November 1993 from Mr. Osman Ertuğ
addressed to the Secretary-General

I have the honour to enclose herewith the text of a self-explanatory letter dated 5 November 1993 addressed to you by His Excellency Rauf R. Denktaş, President of the Turkish Republic of Northern Cyprus (see appendix).

I would be grateful if the present letter and its annex could be circulated as a document of the General Assembly, under agenda item 54, and of the Security Council.

(Signed) Osman ERTUĞ
Representative
Turkish Republic of Northern Cyprus

APPENDIX

Letter dated 5 November 1993 from Mr. Rauf R. Denktaş addressed to the Secretary-General

I have read Mr. Glafcos Clerides' address at the plenary of the forty-eighth session of the General Assembly of the United Nations with great care and attention in order to glean from its contents some hope for future intercommunal cooperation and accord, but I was greatly disappointed.

Despite the linkage between the success of the negotiating process conducted within the framework of your mission of good offices and the establishment of a positive political atmosphere between the two sides in Cyprus, Mr. Clerides persists in totally disregarding the rights and aspirations of the Turkish Cypriot people and making allegations concerning, inter alia, the "aggression" and "intransigence of Turkey" and the "flagrant violation of human rights" in Cyprus, thus creating artificial issues such as that of the so-called "settlers" and "refugees", and exploiting, for political purposes, the issue of missing persons.

Mr. Clerides overlooks the background to the events of 1974 by portraying the intercommunal question of Cyprus as a question of "invasion and occupation" by Turkey, having arisen in 1974 with the onset of the Turkish intervention. As you are well aware, given the 29-year presence of United Nations Peace-keeping Force in Cyprus (UNFICYP) on the island, the Cyprus question has not been brought about by Turkey's intervention in Cyprus, but in the words of Mr. Clerides himself it arose in 1963 as a result of "the Greek Cypriot preoccupation that Cyprus should be a Greek Cypriot State, with a protected Turkish Cypriot minority" (My Deposition, vol. III, p. 105).

The Cyprus problem arose in 1963 when the Greek Cypriot side tried through armed attack to convert a bicommunal partnership State into a Greek Cypriot republic. The notorious plan (the Akritas Plan) under which the Greek Cypriot side prepared the ground and executed its criminal activities has been before the Security Council as document S/12722, dated 30 May 1978. The Cyprus problem, therefore, is a problem of forced occupation of the seat of bicommunal government by one of the partners of the State.

Following the forceful destruction of the 1960 binational partnership State by the Greek Cypriots, the years between 1963 and 1974 witnessed unprecedented cruelty, violence and other violations of human rights perpetrated by the Greek Cypriots against the Turkish Cypriot people and stand as a shameful episode in the recent history of the island. During 1963-1974 hundreds of Turkish Cypriots were killed by armed Greek Cypriot paramilitaries and hundreds more were abducted or subjected to enforced disappearance, never to be seen again. The Turkish Cypriot populace were forced to live in enclaves under siege and subhuman conditions, denied the enjoyment of even their most basic human rights and freedoms, as the Greek Cypriot side has been relentless in its attempt to subjugate the Turkish Cypriots by force of arms and by means of systematic oppression and discrimination. There is, in fact, ample graphic evidence of a genocidal campaign of ethnic cleansing perpetrated by the Greek Cypriots during 1963-1974 (see, for example, the reports of the Secretary-General dated

10 September 1964 (S/5950 and Corr.1 and Add.1 and 2), paras. 103, 180, 190-192, 203, 205, 221 and 222, and Add.2, para. 4; 15 June 1964 (S/5764 and Corr.1), paras. 49, 50 and 93; 10 December 1965 (S/7001), para. 162; 10 June 1966 (S/7350), paras. 100 and 111; and 8 December 1967 (S/8286), para. 126).

Turkish Cypriots were relieved from this agony and were saved from total extermination only by the timely intervention of Turkey in 1974, after the Greeks had made a bloody attempt at the final takeover of Cyprus by Greece through a coup d'état organized by the Junta in Athens and its collaborators in Cyprus. Turkey's intervention was undertaken in accordance with her rights and obligations under the Treaty of Guarantee of 1960 and was fully legal and legitimate, as confirmed even by courts in Athens. The 1974 intervention, therefore, is not the cause of the Cyprus question, as portrayed by Greek Cypriots, but the direct consequence of the Greek and Greek Cypriot conspiracy and overt acts during 1963-1974 aimed at converting a bicommunal State into a Greek Cypriot State prior to annexing the island to Greece.

It is clear from the foregoing that the Greek Cypriot side is in no position to lecture anybody on human rights issues, since it is the Greek Cypriot side that has violated all the basic rights and freedoms of the Turkish Cypriots during the 1963-1974 era and, to a great extent, continues to do so even today through the application of an all-embracing inhuman embargo against the Turkish Cypriots and a hostile campaign of defamation and propaganda, under the false title of the "Government of Cyprus", with a view to isolating the Turkish Cypriot co-founder partner of the Republic and thus forcing Turkish Cypriots to abandon their basic rights as a politically equal partner in the body politic of Cyprus.

When judged against this background of past and present violation of human rights by the Greek Cypriot administration, the unfounded allegations levelled by the Greek Cypriot side in international forums clearly appear as an attempt to gloss over their own criminal record in this respect.

As regards the question of displaced persons, it should be mentioned that nearly four fifths of the Turkish Cypriot population, some of them for the second and some for the third time since 1955, have been rendered refugees or became displaced persons, as a result of the Greek Cypriot side's armed attempts to annex Cyprus to Greece.

Mr. Clerides has apparently forgotten to mention that the question of displaced persons has been settled by agreement between the two sides at the third round of the intercommunal talks held at Vienna between 31 July and 2 August 1975, whereby the two sides agreed on a voluntary regrouping of populations in their own respective territory, the Turkish Cypriots in the North and the Greek Cypriots in the South, paving the way for a bizonal settlement of the Cyprus question, which became the basis for a settlement of the problem as from my agreement with Archbishop Makarios in 1977.

The demographic structure of Cyprus is another subject that the Greek Cypriot administration has been persistently exploiting, notwithstanding the fact that it is the Greek Cypriot side itself that, in collaboration with Greece, has long been trying to alter the demographic structure of the island in favour of the Greek side.

Following the Greek Cypriot onslaught on the Turkish Cypriot people in 1963, mainland Greek troops in their thousands were brought to the island clandestinely, as admitted by high Greek officials, in order to materialize the annexation of the island to Greece (ENOSIS). The reports of United Nations Secretaries-General to the Security Council (e.g. S/5950 and Corr.1 and Add.1 and 2 of 10 September 1964 and S/8286 of 8 December 1967) testify to the fact that these Greek mainland troops were granted "legal status" by the Greek Cypriot regime in order to resettle them in the island on a permanent basis.

While this was being done, as part and parcel of the Greek Cypriot policy of annihilating the Turkish Cypriot population through massacres, oppression, discrimination and violation of their human rights, there was a forced emigration of the Turkish Cypriot population from Cyprus, first during EOKA terrorism (1955-1958) and then during the 1963-1974 period of oppression and hardships imposed on the Turkish Cypriot side. After 1974, a significant number of the Turkish Cypriots who were forced to emigrate between 1963 and 1974 returned to the safety of their homes and took up their economic activities. The new economic activity in Northern Cyprus created opportunities and vacancies and hence a need for new and greater manpower. As a result, a number of workers came to work in the agricultural, tourism, construction and industrial sectors in Northern Cyprus. Akin to standard international practice and in accordance with the laws of the country, some of these people have been granted citizenship of the Turkish Republic of Northern Cyprus after five years of residence.

Mr. Clerides' concern regarding the "fate of missing persons" is another example of the Greek Cypriot side's persistence to exploit humanitarian subjects for propaganda purposes at the expense of those on both sides who have lost their loved ones.

The Greek Cypriot side deliberately keeps this issue alive in order to exploit it for propaganda purposes, although it knows very well that those Greek Cypriots it claims to be "missing" were in fact killed by the Greeks themselves in the internecine war during the coup d'état of 15 July 1974, or killed during the events that the coup had triggered off.

Ample evidence testifying to this fact can also be found in the statements of prominent Greek Cypriot personalities ranging from Greek Orthodox priests to Members of Parliament. (The Greek newspaper Ta Nea published an interview on 28 February 1976 with Father Papatsestos, the Greek Orthodox priest in charge of the Nicosia cemetery. He recounted the events of 17 July 1974 when Greek officers required him to bury truckloads of Greek Cypriots in mass graves, together with one young Greek Cypriot whom they buried alive and 10 dead Turkish Cypriots. This one priest counted at least 127 bodies brought to him, and there must have been many similar incidents throughout the island.) The Greek Cypriot side's persistence in exploiting this issue, therefore, serves no other purpose than obstructing the work of the tripartite Committee on Missing Persons, which is charged with the task of resolving this humanitarian issue.

The allegations made by Mr. Clerides during the said plenary clearly do not square with the search for an agreed political settlement of the Cyprus question, which will reflect the political equality and co-founder sovereignty status of the two sides, for the path towards such a settlement based on political equality and partnership is not the path of such confrontation but

rather the path of friendship and clarity of position. Unfortunately even at this juncture, the Turkish Cypriot side does not know the true Greek Cypriot position on the Set of Ideas and the nature of amendments they wish to be made to it.

While it is clear that a political settlement must be mutually acceptable and arrived at through the free will of the two sides by way of direct negotiations conducted on an equal footing, on the evidence of recent Greek Cypriot press reports it is clear that the Greek Cypriots will persist in shunning direct talks and contact with the Turkish Cypriot side. Moreover, in line with its policy of internationally isolating the Turkish Cypriot side, the Greek Cypriot side is doing its utmost to prevent us from coming into contact with third parties and from being seen or heard by all concerned as justice would demand if justice is to be done. A case in point has been the uproar in Southern Cyprus over British Foreign Secretary Douglas Hurd's brief contact with me in Nicosia recently.

The remarks of Mr. Clerides at the said plenary and the confrontational attitude on the part of the Greek Cypriots at large begs the question as to how it will prove possible to work out an agreed political settlement with people who cannot even tolerate our contacts with third parties and refuse to acknowledge our vested rights as an equal partner in the Cyprus dispute.

I should be grateful if the present letter could be circulated as a document of the General Assembly, under agenda item 54, and of the Security Council.

(Signed) Rauf R. DENKTAŞ
President

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HUMAN RIGHTS QUESTIONS: HUMAN RIGHTS QUESTIONS, INCLUDING ALTERNATIVE APPROACHES FOR IMPROVING THE EFFECTIVE ENJOYMENT OF HUMAN RIGHTS AND FUNDAMENTAL FREEDOMS

PROPOSED PROGRAMME BUDGET FOR THE BIENNIUM 1994-1995

Strengthening of the Centre for Human Rights of the Secretariat

Report of the Secretary-General

1. The General Assembly, in its resolution 47/127 of 18 December 1992 on the strengthening of the Centre for Human Rights of the Secretariat, noted that the difficult financial situation of the Centre during the biennium 1992-1993 had created considerable obstacles in the implementation of the various procedures and mechanisms, negatively influenced the servicing by the Secretariat of the bodies concerned with human rights and impaired the quality and precision of reporting; recognized the need to provide sufficient human resources to the Centre, particularly in view of the fact that its workload had dramatically increased while resources had failed to keep pace with the expansion of its responsibilities (see annexes I and II); and requested the Secretary-General to ensure that sufficient resources were accorded to the Centre to enable it to carry out, in full and on time, all the mandates, including the additional ones, resulting from the decisions of intergovernmental and expert bodies. The Assembly also approved, in the context of revised estimates for the programme budget for the biennium 1992-1993, additional resources amounting to $890,000 for the mandate on the situation of human rights in the former Yugoslavia and authorized the Secretary-General to commit additional resources in the amount of $760,000 for the increased work programme of the Centre. Finally, the Assembly requested the Secretary-General to submit an interim report to the Commission on Human Rights at its forty-ninth session (E/CN.4/1993/87) and a final report to the Assembly at its forty-eighth session on the developments relating to the activities of the Centre and on the measures taken to implement that resolution. The present report is submitted pursuant to that request.

2. As a result of the additional mandates adopted by the Commission on Human Rights and the expansion of the existing mandates by the various rapporteurs and experts, 16 Professional posts were temporarily redeployed to the Centre for

Human Rights in 1992, five of which were for the Special Rapporteur on the situation of human rights in the territory of the former Yugoslavia; likewise, three additional posts at the Professional level were redeployed to the Centre as of July 1993, for a six-month period. Furthermore, pursuant to General Assembly resolution 47/111 of 16 December 1992, in which the Secretary-General was requested to take the appropriate measures to provide for the financing of the Committee on the Elimination of Racial Discrimination and the Committee against Torture from the regular budget of the United Nations, beginning with the budget for the biennium 1994-1995, the Secretary-General has proposed the transferring of the financing of the travel requirements for the above-mentioned Committees from extrabudgetary to regular budget resources, as well as the establishment of two Professional posts and one General Service post for the substantive servicing of the Committee against Torture, previously funded from extrabudgetary resources.

3. In order to respond effectively to all challenges, a new organizational structure of the Centre for Human Rights has been approved, which comprises an Assistant Secretary-General as head of the Centre, reporting directly to the Secretary-General; an Office of the Assistant Secretary-General for Human Rights; the Liaison Office at Headquarters; and five separate branches: Communications Branch, Special Procedures Branch, International Instruments Branch, Legislation and Prevention of Discrimination Branch, Advisory Services and Technical Assistance and Publications Branch.

4. The Secretary-General has included in his proposed programme budget for the biennium 1994-1995 proposals for further strengthening the Centre for Human Rights in the light of the significant expansion of its traditional activities and the new demands that have been placed on it. These proposals include the establishment of 43 new posts for the Centre, including the 19 posts at the Professional level that were redeployed to the Centre in 1992 and 1993 on a temporary basis as well as a significant increase. This represents a budget growth of 41.9 per cent for the Centre.

5. These proposals will be reviewed in the context of the consideration by the Fifth Committee of the proposed programme budget for the biennium 1994-1995.

ANNEX I

Workload of the Centre for Human Rights/Established posts: increase from 1980 to 1992

	1980	1985	1990	1992	Increase (percentage)
Documentation (pages)	32 367	45 497	65 429	86 276	167
Meetings (serviced by the Centre)	455	405	747	1 087	139
Human rights treaty-monitoring bodies	3	3	5	6	100 a/
States parties to human rights instruments	240	375	450	652	172 b/
"1503" Procedure (communications received)	25 000	15 000	150 000	42 000	70 c/
Optional Protocol (pending cases)	29	25	124	138	375
Special procedures (mandates)	4	10	21	30	650 d/
Studies	18	20	38	62	240 e/
Technical cooperation (projects)	-	2	20	38	1 800
Staffing resources (total of Professional and General Service posts)	81	80	73	82	1.3 f/

a/ The increase in the number of treaty bodies does not reflect the increase in their workload, which has greatly expanded qualitatively.

b/ As of September 1993, the number of States parties had increased to 712.

c/ In the first six months of 1993, 250,000 communications were received.

d/ The increase in the number of mandates does not reflect the increase in the workload within the mandates, which has greatly expanded in scope.

e/ Studies/reports carried out by the Centre, as requested by the General Assembly, the Commission on Human Rights and the Subcommission on Prevention of Discrimination and Protection of Minorities.

f/ Additional temporary posts: 6 Professional and 6 General Service (1992); 16 Professional posts redeployed to the Centre for an initial period of six months (five of which for the mission in the former Yugoslavia) (1992); and 3 Professional posts redeployed to the Centre for six months (1993).

ANNEX II

Staffing resources of the Centre for Human Rights, 1980-1993: Established posts

Category	1980-1981	1982-1983	1984-1985	1986-1987	1988-1989	1990-1991	1992-1993
Professional and above							
USG	-	-	-	-	a/	a/	-
ASG	-	1	1	1	-	-	1
D-2	1	-	-	-	-	-	1
D-1	2	1	2	2	3	3	3
P-5	9	9	8	8	7	7	7
P-4	14	14	14	14	13	13	15
P-3	14	14	14	14	13	13	14
P-2/1	8	8	8	9	9	9	10
Total	48	47	47	48	45	45	51
General Service							
Principal level	2	2	2	1	-	-	-
Other levels	31	31	31	32	28	28	31
Total	33	33	33	33	28	28	31
Grand total	81	80	80	81	73	73	82

NOTE: Additional temporary posts: 6 Professional and 6 General Service (1992); 16 Professional posts redeployed to the Centre for an initial period of six months (five of which for the mission in the former Yugoslavia) (1992); and 3 Professional posts redeployed to the Centre for six months (1993).

a/ The Director-General of the United Nations Office at Geneva had overall responsibility for the Centre for Human Rights.

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Enhancing the effectiveness of the principle of periodic and genuine elections

Report of the Secretary-General

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I. INTRODUCTION

1. The present report has been prepared in accordance with a request by the General Assembly in its resolution 47/138 of 18 December 1992, entitled "Enhancing the effectiveness of the principle of periodic and genuine elections".

2. The purpose of the present report is to present the progress made to date in the implementation of General Assembly resolutions 46/137 of 17 December 1991 and 47/138, and to provide the information requested by the Assembly in those resolutions. The report describes the status of requests from Member States for electoral assistance and verification. It also provides information on the consolidation of the capacity of the relevant units of the United Nations system for delivering electoral assistance, the coordination of electoral activities within the United Nations system as well as by other organizations, the evolution of the Trust Fund established in August 1992 and on the development of a Roster of Experts. Also, as requested in resolution 47/138, the report evaluates the provisional guidelines in the light of later experience. Throughout, it relates all aspects of current United Nations experience and activities in electoral assistance to the importance of elections before, while, and after they have been held, in defining and accelerating democratization.

3. Over the past year, the number of requests received has remained approximately constant. Between 16 October 1992 and 15 October 1993, the United Nations received 27 requests for electoral assistance from 24 countries. During the past year however, the United Nations has significantly increased its capacity to respond positively to such requests. Thus, the United Nations has been involved in five major electoral missions in the last year as compared to three during the previous year. Coordination and support for the activities of international observers has been provided in six cases, but in only two cases during the previous year. Resident Coordinators were asked to follow electoral processes and report to the Secretary-General in seven cases. There were 21 instances of technical assistance or advisory activities compared to 14 during the previous year. The number of preparatory, advisory or needs-assessment missions also increased significantly during the period. The complexity of activities has continued and has grown; a number have required, at various stages, technical assistance and advice, observation and institution-building. Details on the requests and activities are set forth in annex I.

4. Electoral assistance activities within the United Nations system have been guided by absolute respect for national sovereignty and the avoidance of any possible unrequested involvement in the internal affairs of any State. The basic premise of any United Nations electoral assistance is that it is provided only at the specific request of the concerned Member State. Furthermore, as stated in the report of the Secretary-General on the subject to the General Assembly at its forty-sixth session, the involvement of the United Nations requires "broad public support in the State for the United Nations assuming ... a role [in the electoral process]" (A/46/609 and Corr.1, para. 79). The experience acquired since the establishment of a focal point (Under-Secretary-General James O. C. Jonah) and the increased professionalism within the Electoral Assistance Unit and other offices involved in electoral

assistance are additional guarantees of their respect for those basic principles.

II. IMPLEMENTATION OF GENERAL ASSEMBLY RESOLUTIONS 46/137 AND 47/138

A. Consolidation of electoral assistance capacities and coordination of activities

5. The growing volume of activities during the last year and the need to provide adequate responses made it necessary to consolidate and, in some cases, expand the capacity of United Nations units involved in electoral assistance. In the case of the Electoral Assistance Unit, three posts were redeployed from within the Department of Political Affairs following its reorganization in 1992. Since the timing of United Nations responses to requests for electoral assistance are determined by the timetables and needs of the Member States, the workload of the Unit cannot be scheduled well in advance. For example, members of the Unit have been involved in several needs-assessment missions (El Salvador, Malawi and Uganda), have participated in electoral assistance activities (the Central African Republic, the Congo, Colombia, Djibouti, Eritrea, Kenya, Lesotho, Malawi, Mozambique and Seychelles), and have conducted ex-post reviews of major operations (Cambodia). These activities by the staff have greatly strengthened their professional skills, and have increased international recognition of United Nations competence in electoral assistance.

6. The demands on the Unit, however, at times exceeds its resources. In order to create a larger pool of qualified personnel, the United Nations, in cooperation with the United Nations Institute for Training and Research (UNITAR), organized a two-week, full-time programme during October/November 1992, which introduced 37 staff members to electoral assistance and provided theoretical background. Eight of those officers from other units of the Secretariat participated in electoral assistance-related missions at the end of last year. The training programme will be repeated in the near future.

7. In order to enhance overall coordination and exchange of information between different departments, a Task Force on Electoral Matters was established in 1992, under the chairmanship of Under-Secretary-General Jonah. The Task Force, which meets regularly, consists of representatives of all departments and agencies directly involved in electoral assistance. Since the establishment of the Task Force, five meetings have served to clarify the needs of its members and to prevent duplication at various levels in the actual delivery of electoral assistance.

8. There has been significant improvement in the coordination of activities and collaboration among the main units of the United Nations involved in technical assistance. In the case of the United Nations Development Programme (UNDP), technical assistance to elections is coordinated by the Division for Global and Interregional Programmes (DGIP), with which the Electoral Assistant Unit works closely. In addition, the concentration of electoral activities in Africa and Latin America has also resulted in increased cooperation between the Unit and the respective regional bureaux of UNDP. The Unit has also collaborated effectively with the UNDP the United Nations Volunteer Programme

(UNV) of UNDP to obtain volunteers to fill the ranks of electoral monitors in major missions.

9. During the past year, UNDP has expanded its electoral assistance activities. United Nations Resident Coordinators are increasingly important in the organization and funding of technical assistance. UNDP national allocation funds (Indicative Planning Figures) have paid for numerous technical and needs-assessment missions. In addition, UNDP Project INT/91/033, entitled "The strengthening of electoral administration in developing countries", has also been an important source of support for initial activities. A major initiative of UNDP was a review of its involvement in electoral assistance activities, which also covers the activities of the Electoral Assistance Unit, the Centre for Human Rights and other relevant units. The major initiative of the UNDP Electoral Group, which is chaired by the Division for Global and Interregional Programmes and includes participants from the United Nations Electoral Assistance Unit and UNHCR, was a review of the United Nations electoral assistance activities 1992-1993. While a formal evaluation of these recent activities was seen as premature, the review mission was asked to advise on improving the relevance and effectiveness of the activities of UNDP, the Electoral Assistance Unit, the Department for Development Support and Management Services, the United Nations Centre for Human Rights, the Office for Project Services, and the United Nations Volunteers Programme in the electoral field. This review, which has been carried out in close collaboration with the United Nations Electoral Assistance Unit and the United Nations Centre for Human Rights, has already stimulated some creative initiatives in the United Nations system. A round-table discussion of the review mission in August 1993 resulted in plans for implementing the recommendations.

10. The Department for Development Support and Management Services has been a pioneer in electoral assistance, especially in improving public institutions for effective governance and technical assistance. Because of increasing demands, the Department has devoted additional resources with a view to increasing its strength as a major agency for technical assistance to electoral activities. In the past year, the Department created a special unit to this end and appointed a technical adviser.

11. The Electoral Assistance Unit and the Department for Development Support and Management Services have had particularly close cooperation. The technical assistance projects of the Department fund most coordination and support of international observers, and many needs-assessment or advisory missions. In addition, much of the technical assistance to elections is in delicate political environments, which requires frequent consultations between the Department and the Department of Political Affairs. The accumulating experience and professional expertise of the Electoral Assistance Unit provides important contributions to the design and support of technical assistance projects. For example, the Department for Development Support and Management Services uses the Unit's rapidly expanding roster of experts to identify consultants for its projects.

12. The recent increase in demand for electoral assistance from the Centre for Human Rights was recognized by the World Conference on Human Rights in the Vienna Declaration and Programme for Action. The Declaration called for assistance upon the request of Governments in the conduct of free and fair

elections, which included assistance in the human rights aspects of elections and public information about elections. The Vienna Declaration also asked for strengthening of the programme of advisory services and technical assistance of the Centre, including in electoral assistance, in support of which, the Declaration called for an increase in the Centre's resources, both by a larger allocation from the regular budget, and through contributions to the Centre's Voluntary Fund for Technical Cooperation in the Field of Human Rights. Those resources, and an increase in the number of specialists, should better position the Centre to respond to Governments requesting electoral assistance.

13. Recent activities of the Centre for Human Rights will help to ensure that human rights are properly protected in the design of electoral activities. The Centre has prepared guidelines for fact-finding or needs-assessment missions on the human rights aspects of the electoral process. The Centre has also prepared a handbook entitled "Human Rights and Elections", available to all agencies involved in electoral assistance and to interested Member States. The Centre is now considering a training programme on human rights for electoral assistance officers from the Department of Political Affairs, the Department for Development Support and Management Services, and from UNDP. Operationally, the Unit and the Centre have organized joint missions and have closely coordinated their activities in Malawi and other countries. Officers of the Centre for Human Rights are expected to participate in future missions organized by the Electoral Assistance Unit to assess needs in countries whose Governments are concerned by the human rights aspects of elections.

14. Consultations between the Electoral Assistance Unit and major United Nations missions has improved considerably over the last year. When the Unit was established in 1992, UNAVEM II and UNTAC had already been established. Since UNOVER, ONUMOZ, ONUSAL, ONUMIL were created after the Unit was established, however, it was involved in the initial assessment of their needs, in the design of their electoral components and in the selection of their electoral personnel. It has provided support on electoral matters in the initial stages of missions. Under-Secretary-General Jonah has maintained close political oversight of electoral developments affecting those missions. The Chief Electoral Officer of UNOVER was a staff member from the Unit. For ONUSAL, the Unit conducted a three-day briefing session to discuss operational plans for verifying the election. It will also participate in training the observers of ONUSAL. It is expected that the Unit will similarly support ONUMOZ and ONUMIL at the appropriate time. For all of the missions, the Unit will maintain close contact with their electoral components and support them as necessary.

B. Coordination with other organizations

15. The United Nations Conference on Coordination of International Assistance in the Electoral Field, held in Ottawa from 5 to 8 October 1992, resulted in the establishment of an electoral assistance information computer network by the United Nations Electoral Assistance Unit. The first network report, covering about 75 per cent of electoral assistance activities by other organizations, was issued at the end of June 1993. A new version with current information will be prepared at the end of the year. The network and its widely distributed report have proved very useful for avoiding duplication and informing all relevant organizations about each other's activities. The contacts established through

the network, together with the experience of cooperating in field activities, have reinforced and facilitated coordination between these organizations and the United Nations.

16. Officers from the Unit participated in coordination seminars and workshops organized by the Carter Centre, the Foreign Office of the Government of the United Kingdom, and by the International Electoral Institute Commission, sponsored by the Government of Sweden. The Electoral Assistance Unit, in cooperation with other organizations, is organizing an African Election Administration Colloquium that will bring together African election administrators and representatives of other organizations involved in electoral assistance. Although the main subject of the Colloquium is to review and explore common challenges to the organization of elections, it will provide a valuable opportunity to discuss additional coordination activities.

17. The Electoral Assistance Unit has established good working relationships with such regional organizations as the Organization of African Unity (OAU), the Organization of American States (OAS) and the European Community (EC). This increased contact and exchange of information has facilitated greater cooperation and coordination of efforts in the field. The cordial relationship established with OAS during the operations in Nicaragua and Haiti is expected to continue. The EC has contributed significantly to United Nations electoral assistance activities in various countries through financial support and the sponsorship of international observers. In September 1993, representatives of OAU and the United Nations met to discuss areas for increased cooperation, including electoral assistance.

C. United Nations Trust Fund for Electoral Observation

18. The United Nations Trust Fund for Electoral Observation, established in compliance with General Assembly resolution 46/137, has received a total of $569,069 1/ from the following Member States: Austria, Denmark, Iceland, Ireland, Norway, Sweden, Switzerland and United Kingdom. In addition, two Member States have pledged their contribution to the Fund (Japan and Germany). The Trust Fund has been used to finance a coordination and support mission and a number of needs-assessment and preparatory missions. In the coming year, the Unit expects to use the Trust Fund further to enhance its activities both before and after elections. Canada has made substantial contributions in kind to the activities of the Electoral Assistance Unit by financing the participation of consultants and experts in several missions.

D. Roster of experts

19. As requested by the General Assembly in resolution 46/137, the Unit has established a roster of international experts. A list of individuals with previous mission experience was expanded by adding experts and specialists from compilations by other institutions or recommended by Member States. The roster is constantly being expanded and developed through ongoing consultation and contacts with other institutions and organizations and, most notably, through contacts in the field. To date, the roster includes specialists and experts in civic education, logistics, training, informatics, law and demographics. The

roster also includes people with extensive experience in observing elections and in coordinating international observation activities.

E. Institutional memory

20. The General Assembly, in resolution 46/137 requested that the United Nations transform its experience with electoral assistance into an institutional memory. This has been a constant concern of the Electoral Assistance Unit, which has carefully followed and retrieved all relevant information from the electoral assistance activities of United Nations missions and projects, and from non-governmental organizations. Recognizing the special importance of the electoral activities of UNTAC, the Unit sent a team to Cambodia to recover information on useful approaches and procedures which might be applicable to similar missions in the future. The wealth of information the United Nations collected has greatly strengthened its substantive support to observation missions and technical assistance projects.

III. ELECTORAL ASSISTANCE PROVIDED BY THE UNITED NATIONS

A. Major United Nations missions

1. United Nations Transitional Authority in Cambodia

21. The Security Council, by its resolution 745 (1992) of 14 February 1992, established the United Nations Transitional Authority in Cambodia (UNTAC), and entrusted to it the task of carrying out the Paris Agreement of 23 October 1991 on a Comprehensive Political Settlement of the Cambodia Conflict. The primary task of UNTAC under the Agreements was to hold free and fair elections to establish a 120-member Constituent Assembly. This would be the first step towards the forming of a new Government of Cambodia based on the will of the Cambodian people (Paris Agreement, Part II, Articles 13, 14 and 15).

22. The United Nations for the first time went beyond supervising and monitoring and with UNTAC was entrusted with the comprehensive organization and conduct of elections. The electoral process progressed largely according to the schedule laid down in the Secretary-General's implementation plan of 19 February 1992. 2/ This set forth in detail the UNTAC Electoral Component's multiple responsibilities, which included the establishment of a legal framework for the holding of elections, civic education and training, the registration of voters, the formation and registration of political parties, polling, vote tabulation, verification, and the compilation of election results.

23. Some 4.7 million Cambodians (96 per cent of the estimated eligible population) registered between 5 October 1992 and 31 January 1993. Twenty formally registered political parties participated in the six weeks of electoral campaigning immediately before the elections, which took place from 23 to 28 May 1993 in all 21 provinces of Cambodia. Close to 4.27 million voters, representing 89.56 per cent of those eligible, turned out to cast their ballots in 1,600 polling stations throughout the country. Each polling station was directed by one Cambodian Presiding Officer, who was supported and assisted by one international polling station officer. Some 1,000 international polling

station officers from 30 countries were given training before their service. The recruitment and training of over 50,000 local Cambodian electoral staff completed the staffing of the polling stations. The success of those arrangements, the high voter turnout, the relatively limited disruption and the security provided by UNTAC Military and Civilian Police components throughout the elections enabled the Special Representative of the Secretary-General to ratify the results and declare the conduct of the elections as having been free and fair (see S/25913, annex II). 3/

2. United Nations Angola Verification Mission II

24. During the final phase of the United Nations Angola Verification Mission (UNAVEM), 400 electoral observers from 90 countries were deployed in two-person teams throughout the country to observe and verify the voting. They visited all 18 provinces, most of the 164 municipalities, and about 4,000 of the 6,000 polling stations. According to the results announced on 17 October 1992, more than 91 per cent of the registered voters had voted in the legislative and presidential elections. The Movimento Popular para a Libertacao de Angola (MPLA) won the legislative elections with 53.74 per cent of the votes, against 34.1 per cent for the National Union for the Total Independence of Angola (UNITA). In the presidential elections, President José Eduardo dos Santos won with 49.57 per cent, as against Mr. Jonas Savimbi's 40.07 per cent. According to the Electoral Law, a second round of Presidential elections was required, since neither candidate had achieved an absolute majority.

25. Later the same day, the United Nations declared the first round of Presidential elections to have been generally free and fair, despite some deficiencies and irregularities. This statement was subsequently supported by a number of Member States, OAU and the EC. The President of UNITA, however, claimed massive and systematic fraud and refused to accept the election results. Violent incidents escalated during the following weeks, culminating in intensive fighting, particularly in Luanda. Despite national and international efforts to contain the violence, the political and military situation continued to deteriorate. To all intent and purposes, Angola returned to civil war. While the electoral component of UNAVEM II has been dismantled, essential staff of the mission remain in Angola and continue their efforts, led by the Special Representative of the Secretary-General, to find a lasting solution.

3. United Nations Observer Mission to Verify the Referendum in Eritrea

26. The General Assembly, in its resolution 47/114 of 16 December 1992, authorized, by consensus, the establishment of the United Nations Observer Mission to Verify the Referendum in Eritrea (UNOVER). Headed by the Special Representative of the Secretary-General, the UNOVER core team consisted of 21 international staff representing 16 nationalities. A staff member of the Electoral Assistance Unit was appointed Chief Electoral Officer.

27. UNOVER started the verification of registration and the referendum campaign in January 1993 from its Headquarters in Asmara and from three regional offices, in Asmara, Keren and Mendefera. For the last phase of the Referendum, from 12

to 25 April 1993, 86 observers joined the UNOVER core team to observe and verify the vote and the counting. A quick count exercise was organized. During the three days of the Referendum, from 23 to 25 April 1993, UNOVER teams covered almost all of the 1,012 polling stations throughout the country. UNOVER also organized 10 teams in Ethiopia and 12 teams in the Sudan to observe the vote by expatriate Eritreans. In other overseas locations, the United Nations system assisted with observation.

28. All observers reported that the Referendum was conducted in an orderly and lawful manner. On 27 April 1993, the Special Representative of the Secretary-General officially announced that, "... the referendum process in Eritrea can be considered to have been free and fair at every stage, and that it has been conducted to my satisfaction". 4/

4. United Nations Observer Mission in El Salvador

29. The Security Council, by its resolution 832 (1993), enlarged the mandate of the United Nations Observer Mission in El Salvador (ONUSAL) to include observation of the electoral process. The elections in El Salvador, scheduled for 24 March 1994, include presidential, legislative, municipal and Central American Parliament elections. After decades of war, the Peace Agreement signed by the Government and the Frente Farabundo Martí para la Liberación Nacional (FMNL) provides that the latter will participate in these elections for the first time.

30. The mandate of the Electoral Division of ONUSAL was outlined by the Secretary-General in his report of 21 May 1993. 5/ The Electoral Division was established in August 1993 and has begun to observe registration activities. The first report on the activities of the Electoral Division was presented by the Secretary-General to the Security Council on 20 October 1993 (S/26606). 6/

31. A mission organized by the Electoral Assistance Unit prepared the operational plan for the deployment of the Electoral Division. Since then the Unit has contributed to the selection of electoral monitors and supported the Division as required. A further Electoral Assistance Unit mission in late November 1993 will contribute to the training of electoral observers. Later, the Unit will arrange coordination with other international observers for the last phase of the electoral process. UNDP is providing substantial support to the Electoral Tribunal through a technical assistance project, whose costs are shared by several donors.

5. United Nations Operation in Mozambique

32. The General Peace Agreement for Mozambique of 4 October 1992 7/ and Security Council resolution 782 (1992) of 16 December 1992, provided that the United Nations would oversee compliance with its terms, including monitoring the entire process of the proposed presidential and legislative elections. In support of the United Nations Operations in Mozambique (ONUMOZ), the Electoral Assistance Unit organized a technical mission to assess requirements for the monitoring. Based on the mission's findings, the Secretary-General proposed, in his report to the General Assembly (A/47/881/Add.1, para. 23) that the Electoral

Division of ONUMOZ include up to 148 international electoral officers. These would be supported by an appropriate number of United Nations volunteers and international and local support staff. A total of 1,200 international observers are expected to observe the final phase of the elections.

33. As required by the General Peace Agreement, the Government of Mozambique distributed a draft Electoral Law to the Resistencia Nacional Mocambicana (RENAMO) and other political parties. A multi-party conference, sponsored by the Government, is to discuss the draft in detail before the Government submits it for approval to the Assembly of the Republic. The National Electoral Commission would be established thereafter. The discussions on the draft Electoral Law continued longer than expected. During the meeting in October with the President of Mozambique and the President of RENAMO, however, the disagreement over the composition of the Electoral Commission was resolved and a target date for its establishment was set.

34. According to Security Council resolution 797 (1992) of 16 December 1992, the United Nations will coordinate technical assistance for the entire electoral process. In November and December 1992, a joint mission of the United Nations and the EC travelled to Maputo to develop a project for United Nations coordination of integrated support to the electoral process, to assist the Government in preparing for it and to revise the overall electoral budget. The integrated support project began in July 1993 and is being implemented by the Department for Development Support and Management Services.

6. United Nations Observer Mission in Liberia

35. The Security Council, by its resolution 866 (1993) of 22 September 1993, the Security Council decided to establish the United Nations Observer Mission in Liberia (UNOMIL) under its authority and directed by the Secretary-General through his Special Representative. UNOMIL was given a comprehensive mandate to observe the cease-fire agreement and other elements of the Peace Agreement signed by the three Liberian parties in Cotonou on 25 July 1993. 8/ One element of its mandate is "to observe and verify the election process, including the legislative and presidential elections to be held in accordance with the provisions of the Peace Agreement" (Security Council resolution 866 (1993) para. 3 (c)). The electoral component of UNOMIL will consist of 13 Professional staff and 40 United Nations volunteers. During the voting period, an estimated 200 observers would be deployed throughout the country for monitoring and verification.

36. I noted in my report that the timetable set by the Peace Agreement for general and presidential elections by February/March 1994 would be "very tight, although not impossible". 9/ The Liberian Electoral Commission, responsible for organizing and holding elections, has not yet been established, nor has its Executive Director nor all its members been nominated. Once the Commission is operational, the Electoral Component of UNOMIL will begin its activities. It will have to address such key issues as the registration of the estimated 1 to 1.2 million eligible voters, voting by refugees and internally displaced persons, the definition of constituencies, and freedom of movement by voters.

7. United Nations Mission for the Referendum in Western Sahara

37. The Security Council, in its resolution 809 (1993) of 2 March 1993, requested preparations for organizing a referendum of self-determination for the people of Western Sahara. It urged that voter registration begin promptly, starting with an updated list of persons included in the 1974 census. In response, I appointed the Chairman of the Identification Commission in May 1993. He immediately travelled to Rabat, Laayoune, Tindouf, Algiers and Nouakchott to begin preparations for identifying and registering voters. A team of registration officers arrived in Laayoune in June 1993 and have since continued the preparations. At my direction, there are intensive discussions with the parties, Morocco and the Frente Popular para la Liberación de Saguia el-Hamra y de Rio de Oro (Frente POLISARIO) on methods for thorough and judicious identification and registration.

B. Coordination and support missions

38. The options for electoral observation discussed in my last report included follow and report, usually by the Resident Representative and coordination and support for international observers sponsored by various governments and organizations. A primary purpose of coordination and support is to create an effective and integrated observer network out of a number of small international delegations. This is relatively economical, requires less lead-time than other forms of international observation, and shares financial and personnel costs among all participating sponsors. In each case, the United Nations provides a small secretariat, which serves as the coordinating centre for international observers on election day. Logistic and administrative support for the observers is usually provided by a UNDP project supported by interested donors.

39. The United Nations first used this approach in Ethiopia in June 1992. Since then, it has been increasingly adopted. In the Niger, 120 observers were coordinated. In Kenya, an officer from the Electoral Assistance Unit led a team which coordinated 54 international observers. This was supplemented by other representatives from the international diplomatic community not accredited by the Government as international observers. During the national elections in Lesotho, the Joint International Observer Group consisted of 130 international observers. Similar arrangements created effective cooperation between international observers and the United Nations in observing elections in Burundi, the Congo and Djibouti.

40. Although the coordination and support approach has many financial and organizational advantages, one disadvantage has been the almost exclusive focus of observers on the events of a single election day. If observation is limited to election day only, the preceding general climate and conditions are very difficult to assess from secondary sources. Normally, the character of the pre-election period greatly influences the electoral campaign and actual conduct of the poll. Experience with coordination and support missions suggests that longer-term observation will benefit the electoral process as it occurs and also provide a more realistic assessment of overall progress towards greater democratization.

41. In Malawi, coordination and support was adapted and applied for the first time to create an extended electoral mission. A United Nations Electoral Assistance Secretariat (UNEAS) was established almost three months before referendum day. Observer coverage began with registration, continued through the campaign and concluded with the conduct of the referendum.

42. The five basic tasks of UNEAS were the coordination of international observers, technical advice and assistance to the National Referendum Commission, poll-worker training and civic education. In late May, the Secretariat also assumed responsibility for the procurement of referendum materials, as a decision that month to use a single ballot box resulted in additional logistic and material requirements. The initial staff of UNEAS consisted of a Coordinator from the Electoral Assistance Unit and a Logistics Consultant. Five additional professional staff arrived at the end of April and the beginning of May. Those experts, provided by a non-governmental organization, were responsible for civic education and poll-worker training. The first observers arrived 12 April in order to observe registration. As additional observers arrived and departed over the next two months, deployments visited the country's three regions, as required. The number of observers present varied from 16 during the April registration period to over 210 on the referendum date. The UNEAS Coordinator used observer reports during the registration and campaign periods to monitor referendum preparations. She noted particular concerns and considerations based on international practice and consulted, as appropriate, the Chairman of the Referendum Commission, the Referendum Supervisor and other relevant officials.

43. The longer-term observation allowed for more realistic assessment of the electoral process, as well as for technical advice and assistance at various stages. It also gave the United Nations the opportunity for occasional facilitation or mediation in which both sides could discuss particular aspects of referendum preparation. That role was particularly significant for discussions concerning the crucial questions of the referendum date and the ballot box system to be used. The United Nations Resident Coordinator provided critical support at all stages of the operation, particularly in facilitating discussion between Government and opposition at crucial junctures and in coordinating donor assistance.

44. The Malawi experience provides a useful precedent for future electoral assistance provided by the United Nations. The operation was very cost-effective. Moreover, UNEAS, as an extended United Nations presence, had the time to develop active and constructive working relationships with government and electoral officials, the donor community and other interested parties.

C. Follow and report approach

45. On 19 February 1992, the Government of Cameroon requested United Nations assistance for the legislative elections to take place on 1 March. Since the lead time was exceedingly short, the Resident Coordinator of the United Nations in Cameroon was asked to follow the electoral process and report to the Secretary-General on its outcome.

46. On the basis of the results in Cameroon, this "follow and report," approach has been used in subsequent similar cases where the lead time was too short to allow adequate chronological or geographical coverage of the electoral process. The purpose of this approach is to lend, when no other alternative is possible, the largely symbolic presence of the United Nations to the creation of confidence and to support democratization. Since my last report, we have responded in this way to requests from seven Member States. In some of these cases, there was enough time to send a political affairs officer or a consultant to assist the Resident Coordinator.

D. Technical assistance and advisory services

47. Between 16 October 1992 and 15 October 1993, the United Nations provided technical assistance or advisory services in 21 cases, as compared with 14 cases the previous year. In addition, the range of all technical assistance activities has expanded to include such fields as electoral organization, training, civic education, informatics, communications, logistics and electoral law.

48. Twenty of these cases have involved UNDP. Such involvement has ranged from small-scale projects funded through the Indicative Planning Figures for the country, to large-scale projects involving cost-sharing arrangements with several donors. In a few specific cases - Eritrea, Malawi and Mozambique - the UNDP has taken a leading role in coordinating the various types of technical assistance provided. UNDP/OPS has been involved in the implementation of projects in Togo and Chad.

49. In the past year, the Centre for Human Rights has provided technical legal assistance and advisory services to several countries. In Lesotho, the Centre organized a seminar on free and fair elections and human rights in a democratic society, held immediately before the elections of January 1993. As a contribution to the Government's civic education campaign, the Centre arranged for the preparation of an audio-recorded drama play in two languages, developed around the theme of elections and human rights in Lesotho. In Cambodia, the Centre assisted in pre-election public information activities by arranging for translation of human rights material into Khmer and its distribution throughout the country. In the case of Malawi, the Centre participated in the initial needs-assessment mission before the referendum. It also fielded a mission immediately after the referendum to identify the continuing needs of the democratic transition in Malawi.

50. The Department for Development and Support and Management Services, in the past year, received and responded to requests from 10 Member States for technical assistance in electoral administration. The Department fielded experts or teams of consultants, under technical assistance projects, in order to assist in modernizing and updating electoral registers, drafting electoral laws, preparing electoral budgets and in civic education efforts, logistics, and the training of officials involved in administering elections. Staff members of the Department also participated in a number of missions organized by the Department of Political Affairs. These included a preparatory mission to determine the feasibility of deploying a United Nations mission to Liberia and to assist in the coordination of international observers there, and missions to

Togo and Sierra Leone to follow their electoral processes and to report on the respective conduct and outcome.

IV. REVIEW OF EXPERIENCE

A. General experience with democratization processes

51. There have been both successes and failures in the past year. As I pointed out in my last report, "given the lack of a democratic tradition in many of the countries requesting electoral assistance from the United Nations, it cannot always be assumed that the choice of the electorate will in all cases be respected" (A/47/668, para. 69). The Government of Haiti, chosen in elections verified by both the United Nations and the Organization of American States, was overthrown by a military coup. One of the competing sides in Angola has refused to accept the results of elections that the United Nations and the international community recognized as free and fair. The country is again tormented by civil war, which is claiming over a thousand human lives per day.

52. Electoral experience in the past year, however, has also resulted in significant progress. Despite such experiences as Haiti and Angola there are bright spots and a basis for hope in many other cases. A number of Member States have taken important steps towards increased democracy and its institutionalization. The long-struggling people of Cambodia now have an elected Government, a constitution drafted by representatives of the people, and the real possibility of peace and development. In Eritrea, the assistance of the United Nations in its April referendum contributed significantly to the birth of a nation fully recognized by the international community. The choice of a multi-party political system was overwhelmingly supported by the people of Malawi in a referendum for which the United Nations was a significant presence. In Lesotho, the Niger and other countries, the United Nations provided supportive assistance to elections which gave citizens an opportunity to choose their Governments. Most significantly, the United Nations continues to receive numerous requests for electoral assistance.

53. In my last report, I posed several questions which have become even more relevant with the events of the past year:

> "If the United Nations certifies that an election was free and fair and therefore the result must be considered valid, does it have a responsibility to follow implementation of the election results? Are there safeguards which might be included within United Nations electoral verification activities in order to address such situations?" (A/47/668, para. 69).

The cases of Haiti and Angola produced examples of the actual reaction of the international community to real versions of the situations posed in those hypothetical questions. No State Member of the United Nations has recognized the legitimacy of the current Haitian regime, and the United Nations and the Organization of American States have devoted persistent, constant and significant efforts to the restoration to power of President Aristide. Concerning Angola, the Security Council has already adopted a resolution imposing an arms and oil embargo on UNITA. With the Council's support, my

Special Representative and I continue to work with Angolans in the search for a satisfactory solution to the situation which has followed verification of the elections.

54. The derailing of democratization after free and fair elections and the consequent negative reactions should, however, be regarded as exceptions. The main objective of the United Nations should be to support democratization to persist and to consolidate. To that end, it is important to provide assistance not only before and during elections, but afterwards as well. I will request Under-Secretary-General Jonah and the Electoral Assistance Unit to continue to assist democratization through coordinating and, as necessary, borrowing support and expertise from relevant operational units and programmes. Responding to requests from newly elected authorities, missions might discuss with them the design of programmes, adapted to the circumstances and characteristics of each country, which could contribute to consolidating democratization. Such programmes should emphasize creating and strengthening the institutions and processes that are essential for developing the open and pluralistic societies which form the basis for democratic governments.

55. As pointed out in my report to the General Assembly at its forty-sixth session, we should not forget that, although "political pluralism is increasingly evident in recent years, yet accelerated economic development is necessary to provide the underpinning required for the consolidation of genuine participatory democracy, in which socio-economic as well as political rights are respected" (A/46/609 and Corr.1, para. 75). Particularly at times when new political problems are blurring the complex interrelationships of political development and economic development, and when developing countries feel their economic progress being threatened by "donor fatigue", it is absolutely vital that the international community should give the firm support to economic development which is indispensable to democratization.

B. Evaluation of guidelines

56. My report to the General Assembly at its forty-seventh session included guidelines for the different types of electoral assistance provided by the United Nations. It pointed out that those guidelines were subject to revision and refinement as the United Nations acquired further experience in this field. The General Assembly, in its resolution A/47/138, recommended that these be evaluated and their validity assessed in the light of the experience acquired over the following two years. It further requested that a report on that experience be presented to the General Assembly at its forty-eighth session.

57. The 20 months since the appointment of Under-Secretary-General Jonah as the United Nations focal point and the creation of the Electoral Assistance Unit have been a valuable learning period. During that time, the Unit and its partners have been involved in a large number of electoral processes. Through relationships established and contacts with other organizations active in the field, it has received reports and information on many others. This further experience has allowed the testing and evaluation of premises and assumptions presented in my earlier report.

58. As each case has its own individual characteristics, learning will continue as new needs and challenges arise. However, there are many lessons from past experiences that are now part of institutional memory. Those will contribute to better United Nations responses to future requests. Several of the premises elaborated earlier merit reiteration today; new recommendations can also be presented in light of more recent experience. These are summarized in the following section.

1. Conditions for United Nations involvement

59. As I pointed out in my last report, "one fundamental ingredient must clearly be present: the political will of the involved parties to use elections as a peaceful means of resolving intractable situations" (A/47/668, para. 68). In the absence of this will, no amount of resources, whenever provided, will produce the desired result. Before deciding to provide electoral assistance, the United Nations must be sure that all participants in the election are committed to the next steps. The will to coexist in a pluralistic society is demonstrated not just by deciding to hold elections, but also by many other elements. These include the fairness of the electoral rules, willingness for dialogue and compromise, determination to abide by the results, opportunities for opposition parties to be heard fully and freely, the eventual establishment and effective implementation of codes of conduct for the electoral campaign, creation and maintenance of the right environment to support free and fair elections and respect for basic human rights. It is important to note that most of the requests have been from countries where such a set of elements already existed, even if they were not fully effective. In such cases, the United Nations presence is perceived not only as a guarantee for smooth and successful elections, but also as a positive way to reinforce and to consolidate a firm transition towards democracy.

60. To ascertain and encourage political will, the United Nations must take a series of steps. Governments must make early requests, so that carefully organized preparatory and needs-assessment missions can be sent. (In fact, experience has shown that last-minute requests may indicate a lack of real commitment to a truly free and fair election.) If the results of these missions are favourable, and the Government agrees, electoral assistance can then be arranged with the adequate time and full coverage of the entire country that success requires. These arrangements should lay the foundation for future support to democratization. This should include preparing for a follow-up mission immediately after the voting. That mission would discuss with the new authorities potential programmes and activities to sustain, strengthen and pursue the progress towards democratization begun by the elections.

2. Value of international observation over time

61. As already noted in the case of Malawi (paras. 40-43), the experience of the last year suggests that sending large numbers of international observers for a few days immediately before and after the polling date may not always be the best use of resources. Initial stages, such as the registration of voters or the electoral campaign, are often as important as the conduct of the actual voting. A review of electoral processes in recent years indicates that, of the

elections which the United Nations has assisted, there are very few with fraud or massive irregularities on election day. Most of the problems in specific elections have come from pre-election events or the lack of basic conditions for a free and fair electoral process, such as the freedoms of association, assembly, expression and movement, and favourable political, social and psychological circumstances. Many of the problems or irregularities occur at local levels, and are not easily detected by short-term observers. Adequate coverage geographically and over time is essential for a well-founded opinion on the freedom and fairness of an election.

3. Importance of periodic assessment and reporting on electoral processes

62. There is a general expectation that the outcome of an observation or verification mission will be a short phrase stating that the electoral process was "free and fair", sometimes qualifying the verdict with a carefully chosen adverb. The attempt to capture in a short phrase a complex multidimensional phenomenon, however, might result in a misleading or incomplete statement. The "freedom and fairness" of an electoral process depend on many factors. These include a well-rounded set of rules which provide an adequate legal framework for the electoral process; impartiality of the electoral authorities at all levels; the opportunity for all citizens to compete for elective positions; effective freedom of association, assembly, expression and movement; a psychological, political, and social climate favourable to free and fair elections; fair and effective provisions for voter registration; effective procedures for polling and counting to prevent fraudulent practices and respect the secrecy of the vote; appropriate methods for processing complaints, petitions and appeals; adequate access to the media by candidates and parties; a public properly informed of why, where, when and how to vote; and the necessary access by representatives of opposition parties to all stages of the electoral process.

63. The "free and fair" concept can serve to describe an election where there has been no significant violation of any of the basic criteria. Conversely, it can identify problems which are so serious as to require a statement that an election failed to be free and fair. A short statement based on a few very fundamental standards, however, cannot fairly describe situations in which different positive and negative developments are balanced overall. Such an appraisal will also neglect cultural or other special circumstances such as an apparent departure from established electoral practices which is clearly justified by the peculiarities of a given situation or by traditionally accepted customs. Moreover, periodic reporting by an observation mission throughout the entire electoral process may help the electoral authorities to detect and solve existing problems. It is therefore important that adequate and comprehensive reporting, as well as evaluations which are more disaggregated, become important parts of election observation procedures.

4. The significance of timing for electoral assistance

64. The timing of electoral assistance is often critical not only to the success of an election, but also to the overall progress of peace-keeping and

post-conflict institution-building. In the case of major peace-keeping missions, it is essential that the various components of the peace process be effectively synchronized. An electoral process carried out before the parties have demobilized and disarmed may in fact result in further conflict.

65. Timing is also crucial for more specific electoral assistance activities. In order to provide effective assistance, the United Nations focal point must receive requests from Member States early enough for a coordinated and focused response. Electoral assistance usually requires careful planning which is tailored to the specific needs of the Member State. This requires consultation with government officials and recruitment of appropriate experts, and mission deployment. Without advance notice, the United Nations may not be in a position to provide the desired assistance.

66. Timing is also important in establishing a clear and reasonable schedule of electoral events leading to election day. The legitimacy of an electoral process depends largely on sufficient time for activities such as registration, the organization of political parties and civic education. Although the timetable may vary somewhat from one country to another, the activities to be undertaken prior to an election are fairly standard, and the time they will take can be generally predicted. Elections held without enough time for preparation may be fundamentally jeopardized. The significance of elections lies not simply in their result, or in their having taken place, but in the long-term impetus towards greater democratization made cumulatively by all the steps in the holding of elections.

67. The importance of timing is therefore apparent from three major perspectives: (a) for the success of a broader peacemaking effort, (b) to allow the United Nations to respond to requests for assistance in an appropriate and effective manner, and (c) to ensure that elections are not an end in themselves, but a final phase in a particular series of activities towards increased democratization.

5. The role of national observers

68. The small number of polling stations in Namibia permitted the United Nations to attach more than one observer to each, thus allowing a total and permanent coverage of events. The number of polling stations and the resources available in most other countries where the United Nations has verified the elections has made it necessary to use alternative approaches. Verification is conducted by mobile teams that visit several polling stations, observe the development of voting during their presence, and interview polling station officials, party poll-watchers and national monitors about eventual irregularities that might have occurred beforehand. The presence and active participation of party poll-watchers and/or national monitors is therefore an essential component of the approach. Accordingly, it is indispensable for the overall success of the operation that the deployment of national observers not be unduly restricted and that they receive adequate training and support. Although this task has traditionally been fulfilled by non-governmental organizations active in the electoral field, the United Nations should stand ready to support their programmes when necessary.

6. The cost of electoral verification

69. The cost of major missions has been and will continue to be a major concern. Thus, using over 450 United Nations volunteers as District Electoral Supervisors in Cambodia was considered a very successful experiment in controlling costs, which will be repeated in other missions. Both UNOMOZ and UNOMIL will use United Nations volunteers as electoral monitors who will follow registration and electoral campaign. The experiences obtained in Nicaragua, Haiti, Angola, Eritrea and Cambodia will contribute to improved and more efficient planning and decision-making, as well as to identifying more cost-effective methods for future operations. The Electoral Assistance Unit has maintained an inventory of the useful elements from those experiences and is now preparing operational guidelines on cost-saving for the general organization and implementation of verification missions.

70. The growing interest of intergovernmental and non-governmental organizations offers valuable opportunities to share resources for specific situations, such as financing, information, logistics and personnel, provided that these are effectively coordinated. This sharing and coordination can support the long-term and broad geographical coverage of an electoral process, the benefits of which have just been described. For example, in Malawi a low-cost operation based on voluntary contributions and the involvement of the international community in Malawi and the region also allowed broad geographical and chronological coverage of the electoral process. We will therefore make every effort in each case to achieve this coordination so as to ensure those benefits to the host country.

71. To that end, the exchange of information among such organizations can be a first and useful step. For each case, however, there must be, wherever possible, a method of coordinated planning and deployment, and a common approach to the collection of information during observation. While each participating organization should maintain complete freedom in reporting to its constituency, ample opportunity exists for logistic and other common arrangements which might benefit all participants. Although such collaboration is not always easy, particularly given the importance attached by most organizations to their institutional autonomy, we intend to continue our efforts to replicate the positive experiences this year in Malawi, Lesotho and the Niger.

7. Reconsideration of the follow and report approach

72. Although the follow and report approach is the least intrusive form of United Nations electoral assistance, it can result in controversy or a degree of risk. This approach may require the Resident Coordinator to have some considerable technical expertise in electoral matters. As a limited observation, it does not necessarily contribute to the conduct of a legitimate election. Moreover, it may endanger the ongoing relationships of the Resident Coordinator with Government or the opposition groups in two ways. Since, under the follow and report procedure the United Nations does not issue a public report or statement, all sides in an election tend to see this approach as either useless or provocative. A further consideration is the status of the Resident Coordinator as a public figure who is often seen or heard in the national media. The neutrality of the Resident Coordinator might be jeopardized

if he or she were required simultaneously to observe an election on behalf of the Secretary-General and to refrain from making public comments.

73. It is clear that the follow and report approach may have limited usefulness for the country holding elections. Moreover, the findings presented in the previous section establish the value of operations which provide more extensive coverage geographically and in time. Accordingly, in the future we will evaluate carefully the practicality in each case of the follow and report procedure. When a request for assistance arrives without sufficient lead time, the United Nations will continue to follow and support electoral developments and democratization with great interest. The procedures for gathering information and evaluation in those cases, however, will be developed individually and will not necessarily involve the Resident Coordinator.

8. Fostering international cooperation and collaboration for long-term progress toward democratization

74. All forms of technical assistance should be concerned with sustainability and transfer of knowledge. This applies to electoral assistance just as it does to all other aspects of development. For example, potential support for first-time competitive elections might involve implementing agencies, external consultants, and financial and material support. However, such support should go beyond contributing to the solution of the problems of first-time elections. It should constitute the backbone for the institutionalization and consolidation of electoral institutions so that they can administer future electoral processes with minimum external support. Accordingly, electoral "technologies" should be adapted to local conditions and use local resources as much as possible.

V. CONCLUSIONS - LEARNING FROM EXPERIENCE

The unique position of the United Nations for providing electoral assistance

75. Over the past year, the United Nations has increasingly been called on for electoral advice and assistance. This is demonstrated by the continuing high volume of requests for assistance received from Member States, and the increasing number of organizations and institutions participating in the Electoral Assistance Information Network coordinated by the Electoral Assistance Unit. With its growing track record of assistance to Member States in the electoral field, the United Nations has gained significant international recognition of its capabilities and unique potential as a source of international support and coordination.

76. Based on the experience of the past year in generating greater international support for and cooperation in the provision of electoral assistance, the United Nations Electoral Assistance Unit will seek to strengthen its coordinating role. It will also further develop its own capacity to provide effective and dedicated electoral assistance based on specific requests from Member States. Universal membership and the wide range of electoral expertise and support which the United Nations is able to summon have given the Organization increasing recognition as uniquely capable of providing effective

electoral assistance as requested, both specifically to the conduct of an election and for the broader process of democratization.

Notes

1/ The sum of $311,500.00 was allotted specifically to Eritrea.

2/ S/23613, paras. 23-51.

3/ S/25913, annex II.

4/ "Text of announcement on the Referendum in Eritrea".

5/ S/25812.

6/ S/26606.

7/ S/24635 and Corr.1, annex II.

8/ S/26272, annex.

9/ S/26422, para. 33.

ANNEX

Status of Member States' requests as of 16 October 1993

The electoral assistance activities of the United Nations between 17 October 1992 and 16 October 1993, including activities undertaken during that period in response to requests received before 17 October 1992, are set forth below according to country.

ANGOLA

Request: Under the Estoril Agreements of May 1991, the United Nations was requested to verify the electoral process in Angola.

Action taken: After the legislative and the first round of the Presidential elections, which took place on 29 and 30 September 1992, the electoral component of the United Nations Angola Verification Mission (UNAVEM) remained in the country in order to prepare for the second round of Presidential elections. Owing to civil unrest after the first round, however, the electoral component was dismissed. The activities of UNAVEM II after October 1992 are set forth in detail in the following Security Council reports: S/25140 and Add.1, S/25840 and Add.1, S/26060 and Add.1 and 2, and S/26434 and Add.1. (See document A/47/668 and Corr.1 for activities undertaken up to 16 October 1992.)

ARGENTINA

Request: In September 1992, the Government requested the extension of a previous technical assistance project to improve the electoral organization, to be co-shared by the Government and the United Nations Development Programme (UNDP).

Action taken: A consultant was sent to the country on two occasions to evaluate the accomplishments of the project and to collaborate in formulating a new version. Additional support was provided for a "quick count" exercise during the October 1993 elections.

AZERBAIJAN

Request: On 16 August 1993, the Government of Azerbaijan invited the United Nations to send observers for the Referendum scheduled for 29 August 1993.

Action taken: The United Nations declined the invitation owing to, among other reasons, the lack of lead time.

BURUNDI

Request: In December 1992, the Government sent a general request for electoral assistance and, in February 1993, presented a specific request for technical assistance in the field of training and for funds for electoral equipment for the general elections.

On 5 May 1993, the Government sent a further request for United Nations assistance in the coordination of the international observation of the elections.

Action taken: Towards the end of May 1993, a United Nations officer and a consultant, funded by the Government of Canada, travelled to Burundi to assist the resident Coordinator in the coordination of international observers for the Presidential elections, which took place on 1 June 1993. The consultant returned to the country for the Legislative elections held on 29 June 1993.

CAMBODIA

Request: As set forth in the Paris Agreements of 23 October 1991, the United Nations was responsible for the organization and conduct of the elections held between 23 and 28 May 1993.

Action taken: The organization and conduct of the elections were completed successfully. The United Nations sent an officer from the Electoral Assistance Unit and a consultant for three weeks in May 1993 in order to retrieve operational information on the experience gained in Cambodia, as part of its function to create an institutional memory of United Nations involvement in electoral matters. UNTAC activities since October 1992 are set forth in detail in the following reports to the Security Council: S/24800, S/24858, S/25124, S/25289 and S/25719, S/25784, S/25913, S/26090, S/26360 and S/26546. (See document A/47/668 and Corr.1 for activities undertaken up to 16 October 1992.)

CENTRAL AFRICAN REPUBLIC

Request: In 1992, the Government submitted an initial request to UNDP for financial assistance for the electoral process and for the organization of a "National Debate". After creating an International Committee to supervise the elections, the Government specifically requested UNDP to nominate candidates to join the Committee. On 13 July 1993, the Government subsequently requested the United Nations to send a staff member to coordinate the activities of the international observers.

Action taken: A team composed of an officer of the Electoral Assistance Unit and two consultants was sent to join and support the International Committee. The elections took place on 25 October 1992, but were subsequently annulled by the Supreme Court, and rescheduled for 22 August 1993 (first round) and 12 September 1993 (second round). The Resident Coordinator was requested to follow the electoral process and to report on its conduct and outcome.

CHAD

Request: On 4 December 1992, the Government sent an official request for electoral assistance for the upcoming elections, the date of which has not been determined.

Action taken: The United Nations sent a consultant from January to March 1993 to provide technical assistance to the Government, as well as to observe the National Conference.

COLOMBIA

Request: In 1993, the United Nations received, through UNDP, a request for technical assistance to restructure the electoral organization, the cost of which would be shared by UNDP and the Government.

Action taken: In July 1993, the Director of the Electoral Assistance Unit visited the country to provide advice to the Registraduria Nacional del Estado Civil.

CONGO

Request: On 30 November 1992, after the dissolution of the Parliament, the Government sent a letter to the Secretary-General requesting electoral observers for the Legislative elections, then scheduled to take place on 30 December 1992 and 1 January 1993. On 4 January 1993, the President of the Congo issued a presidential decree establishing an Independent National Commission, inter alia to organize and supervise the forthcoming anticipated legislative elections. In the meantime, the elections were rescheduled for 2 May (first round) and 6 June 1993 (second round). Subsequently, on 7 September 1993, the Government of the Congo sent a letter to the Secretary-General requesting observers for the second round of the Legislative elections scheduled for 3 October 1993.

Action taken: The United Nations sent an officer of the Electoral Assistance Unit and a consultant, funded by the Government of Canada, to assist the Resident Coordinator in coordinating the activities of the international observers in the first round of elections. The same consultant returned to the country for the second round. Regarding the latest request, the United Nations had to decline the invitation owing to the lack of lead time. (See document A/47/668 and Corr.1 for activities undertaken up to 16 October 1992.)

DJIBOUTI

Request: On 28 November 1992, the Government sent a letter to the Secretary-General requesting electoral observers for the Legislative elections to be held on 18 December 1992. Subsequently, on 30 March 1993, the Minister for Foreign Affairs further requested the Secretary-General to send observers for the Presidential elections scheduled for 7 and 21 May 1993.

Action taken: The Resident Coordinator was instructed to follow the Legislative elections of 18 December 1992, and an officer of the Electoral Assistance Unit was sent to assist her. Regarding the elections of May 1993, the United Nations sent another officer of the Unit to assist the Resident Coordinator in coordinating the international observers.

EL SALVADOR

Request: On 8 January 1993, the Government of El Salvador officially requested United Nations observation "before, during and following" the general elections scheduled for March 1994.

Action taken: The United Nations sent a preparatory mission, headed by the Director of the Electoral Assistance Unit and comprising two other electoral consultants, to prepare the terms of reference of the electoral component of the United Nations Observer Mission in El Salvador (ONUSAL). Subsequently, the Secretary-General presented a report to the Security Council (S/25812), recommending the extension and expansion of the mandate of ONUSAL, which was approved by the Security Council in resolution 832 (1993). The deployment of the members of the electoral component of ONUSAL has been completed, and the first report of the electoral mission has been issued (S/26606).

EQUATORIAL GUINEA

Request: In April 1993, the Government agreed to receive a high-level political mission, and specifically requested advice in electoral matters. On 15 July 1993, the Government further requested the presence of United Nations observers at the elections scheduled to take place on 12 September 1993.

Action taken: UNDP sent a fact-finding mission to the country, composed of senior officers in the political, electoral and human rights areas. The electoral component of that mission comprised two consultants and a United Nations officer, who travelled to the country in the beginning of April 1993 for two weeks to assess the needs and procedures for holding elections. The team has presented its report. In June 1993, another United Nations officer was sent to the country, under a UNDP project, to assist in the preparation of a Donors' Conference. The officer was joined by a consultant, whose assignment was to assist the authorities in reviewing the electoral rolls and in the preparation of the budget. Regarding the latest request, on 11 August 1993 the Secretary-General answered, stating his willingness to participate in the electoral process by providing coordination and support for a group of international observers, provided that the political

climate in the country becomes conducive to the holding of free and fair elections.

ERITREA

Request: The Referendum Commission of Eritrea, in a letter dated 19 May 1992, requested the United Nations to undertake the verification of the Referendum. The Conference on Peace and Democracy, which assembled all the political parties and relevant social actors in Ethiopia, supported the idea of an internationally supervised referendum.

Action taken: The Secretary-General presented a report to the General Assembly in which he sought a mandate to undertake a verification mission (A/47/544). On 16 December 1992, the Assembly adopted resolution 47/114 authorizing the establishment of United Nations Observer Mission to Verify the Referendum in Eritrea (UNOVER). The mission was inaugurated on 7 January 1993, and was composed of 21 international staff, supported by local personnel. During the Referendum, which took place from 23 to 25 April 1993, 85 additional observers joined the mission and close coordination was established with other observer groups. Other observers followed the voting in Ethiopia, the Sudan, Saudi Arabia, Kuwait, Canada, the United States and several European countries. A quick count of the results was conducted. The activities of UNOVER are set forth in detail in document A/48/283.

ETHIOPIA

Request: In April 1992, the Transitional Government of Ethiopia requested the United Nations to provide technical assistance and to monitor the regional elections to be held on 21 June 1992.

Action taken: In April 1993, the United Nations sent a team composed of two consultants to assist in the organization of the electoral system and to prepare a project proposal for electoral assistance for the national elections, to be held in 1994. The same consultants returned to the country in October 1993 to provide further assistance to the electoral authorities. (See document A/47/668 and Corr.1 for activities undertaken up to 16 October 1992.)

GUINEA

Request: In October 1992, the Government sent a letter to the Secretary-General requesting technical assistance for the Legislative elections initially planned for 27 December 1992. In November 1992, the United Nations received a subsequent request for observers. The elections were later postponed to December 1993.

Action taken: In February 1993, the United Nations sent two consultants to provide technical support to the

electoral authorities. In September 1993, two consultants were sent again, for a period of approximately three months, in order to prepare for the elections tentatively scheduled for December 1993. (See document A/47/668 and Corr.1 for activities undertaken up to 16 October 1992.)

GUINEA-BISSAU

Request: In December 1992, the UNDP Resident Representative informed Headquarters that the Government had requested United Nations assistance for the elections scheduled to take place in 1993.

Action taken: In January 1993, the United Nations sent a team composed of a consultant and a United Nations officer to assess the needs for electoral assistance and to prepare a project document for technical assistance. Under the provisions of the project, the United Nations sent a consultant in March 1993 to assist in the preparation of the electoral budget. During June and July 1993, three consultants (training, civic education and technical adviser) were sent to the country under a technical assistance project implemented by the Department for Development Support and Management Services.

GUYANA

Request: The Government requested UNDP for technical assistance to enhance national capacity for management of the electoral process.

Action taken: After the elections of October 1992, additional technical assistance is being provided for the establishment of a permanent electoral Commission. (See document A/47/668 and Corr.1 for activities undertaken up to 16 October 1992.)

KENYA

Request: On 19 November 1992, the Government of Kenya sent a request for electoral assistance for the Legislative elections held on 29 December 1992.

Action taken: The United Nations sent a team, composed of an officer of the Electoral Assistance Unit and three consultants, two of whom were funded by the Government of Canada, to coordinate a group of 54 international observers during the elections. The team submitted its report accordingly.

LATVIA

Request: On 28 May 1993, the Central Electoral Committee Chairman sent a letter to the Secretary-General inviting him to appoint a Delegation to observe the elections for the Fifth Saeima (Parliament), to be held on 5 and 6 June 1993.

Action taken: Owing to the lack of time, the invitation had to be declined.

LESOTHO

Request: On 15 October 1992, the Government sent a request to the United Nations for support to the General Elections initially scheduled to take place in February 1993, but later postponed to 27 March 1993.

Action taken: The Government was informed that the Resident Coordinator had been instructed to follow and report on the elections. In December, a consultant was sent to Lesotho to assess the assistance required for the organization and coordination of the international observers. In early March, the United Nations sent a team, composed of an officer of the Electoral Assistance Unit, the same consultant and an expert funded by the Government of Canada, to support the Resident Coordinator and to coordinate a group of 130 international observers. (See document A/47/668 and Corr.1 for activities undertaken up to 16 October 1992.)

LIBERIA

Request: On 11 February 1992, the Government sent a letter to the Secretary-General requesting technical and financial assistance, as well as the sending of international observers to follow the electoral process. Subsequently, the Conference of Heads of State and Government of the Economic Community of West African States, at its fifteenth session, held in Dakar from 27 to 29 July 1992, invited the Secretary-General to take all necessary steps to facilitate the verification and monitoring of the electoral process in Liberia.

Action taken: In August 1993, the Electoral Assistance Unit designated an officer from the Department for Development Support and Management Services specialized in electoral processes to participate in a preparatory mission to determine the feasibility of deploying a United Nations mission to Liberia, as contained in the Peace Agreement. In September 1993, a needs assessment mission, conducted jointly by the United Nations (an officer from the Department for Development Support and Management Services) and the International Foundation for Electoral Systems (IFES), went to Liberia for approximately 10 days in order to prepare an estimated budget for the elections in 1994, and to assess the current needs of the electoral commission. (See document A/47/668 and Corr.1 for activities undertaken up to 16 October 1992.)

MADAGASCAR

Request: In 1992, the Government sent to UNDP an initial request for technical assistance. On 15 May 1992, the Government sent a second request for United Nations observation during the electoral process.

Action taken: In November 1992, two United Nations officers went to Madagascar to assist the Resident Coordinator in following the Presidential elections, which took place on 25 November 1992, and to report on its conduct and outcome. The second round of Presidential elections was held on 10 February 1993. The Resident Representative submitted his report, and was subsequently requested to follow the Legislative elections on 16 June 1993. (See document A/47/668 and Corr.1 for activities undertaken up to 16 October 1992.)

MALAWI

Request: On 22 October 1992, the Government sent a request to the United Nations for assistance in conducting a referendum on the issue of a one-party/multi-party system of government. Subsequently, in October 1993, the Secretary-General received a further request from the Government to assist in the mobilization of the international observation of the general elections scheduled to take place in 1994.

Action taken: In November 1992, the United Nations sent a technical mission, composed of the Director of the Electoral Assistance Unit, one officer from the Centre for Human Rights and three consultants. The team submitted its report in December. A second mission by the Director of the Unit and a legal officer from the Centre for Human Rights visited Malawi in January, and submitted two additional reports. The date of the Referendum, initially announced as 15 March 1993, was subsequently postponed to 14 June 1993. In March 1993, according to the provisions of a technical assistance project, the United Nations sent a consultant for one week to assist in the formulation of the budget, as well as a technical team, composed of an officer of the Electoral Assistance Unit, to provide coordination and support to the international observers, and a consultant on logistics, to remain in the country for the entire electoral process. In May 1993, the United Nations sent another specialist to provide advice concerning voting procedures. UNDP was involved in coordinating the material assistance provided by some donors. In June 1993, the Director of the Electoral Assistance Unit returned to the country in order to join the United Nations Electoral Assistance Secretariat, which was coordinating the Joint International Observer Group (JIOG). An expert on "quick-count" procedures was also sent to join the Secretariat team. The Referendum took place on 14 June 1993. On 21 June 1993, the Secretary-General made a statement regarding the Referendum (SG/SM/5050). Subsequently, in July 1993, the Electoral Assistance Unit organized, together with UNDP, a Round Table on Democratic Transition for members of the Presidential Committee on Dialogue and of the

Public Affairs Committee. In August 1993, a mission from the United Nations Centre for Human Rights, comprising one officer and two consultants, visited the country to assess needs related to the promotion, protection and realization of human rights in the context of the transition to a multi-party system. In October 1993, an officer from the Department for Development Support and Management Services was sent to the country to complete the assessment of electoral needs and to produce a project document encompassing both electoral and human rights activities to be developed during the transition period. The latest request from the Government is currently under consideration.

MALI

Request: A request for technical assistance was made through UNDP in September 1991. On 10 February, the Government requested the Secretary-General to verify/observe the electoral process, held in April 1992.

Action taken: In March 1993, the United Nations sent two consultants for three weeks, under the provisions of a technical assistance project, to prepare a global evaluation of the electoral process, and to identify future assistance requirements. The team has submitted a report. (See document A/47/668 and Corr.1 for activities undertaken up to 16 October 1992.)

MOZAMBIQUE

Request: Under the terms of the General Peace Agreement for Mozambique of 4 October 1992, the United Nations was invited to observe the elections scheduled to take place within a year of its signing.

Action taken: Anticipating United Nations involvement in the electoral process, a technical team visited Mozambique in September 1992 and submitted a report to the Secretary-General. On 13 October 1992, the Security Council approved the appointment of an interim Special Representative and the dispatch of 25 military observers. The Secretary-General presented a report to the Security Council, dated 3 December 1992 (S/24892 and Corr.1 and Add.1) and, on 16 December 1992, the Council adopted resolution 797 (1992), which established the United Nations Operation in Mozambique (ONUMOZ). The Director of the Electoral Assistance Unit travelled to Mozambique in March 1993 to review the electoral calendar and to adjust the plan for the deployment of the electoral component of ONUMOZ. The Electoral Assistance Unit has been backstopping ONUMOZ on electoral matters. Besides ONUMOZ, the United Nations is providing technical assistance to the electoral authorities in Mozambique through a project being

implemented by the Department for Development Support and Management Services. In August 1993, an officer of the Electoral Assistance Unit and a consultant on electoral law went to Maputo in order to assist in the discussions of the Government and the opposition parties on electoral law. The activities of ONUMOZ are set forth in detail in the following reports to the Security Council: S/24642, S/24892 and Corr.1 and Add.1, S/25518, S/26034, S/26385 and Add.1.

NETHERLANDS ANTILLES

Request: On 30 June 1993, the Chairman of the Commission of Constitutional Affairs of the Parliament of Curaçao sent a letter to the Secretary-General requesting the participation of a United Nations representative in the Commission that will organize a Referendum in order to decide upon the future political status of Curaçao. The Referendum is scheduled to take place on 19 November 1993.

Action taken: In August 1993, the United Nations sent an officer to participate in the Commission's discussions.

NIGER

Request: In early 1992, the United Nations received a first general request for technical and financial assistance through the UNDP officer in the Niger. On 8 October 1992, the Government reaffirmed its request for United Nations assistance. On 18 November 1992, the Government sent an additional request for United Nations observers.

Action taken: On 9 December 1992, the Government was informed that the Resident Coordinator would be instructed to follow and report on the electoral process. The Referendum on the new Constitution took place on 26 December 1992. A United Nations officer was sent to the Niger to assist the Resident Coordinator in organizing the international observation of the Legislative elections on 14 February, the first round of the Presidential elections on 27 February, and the second round on 20 March 1993. A report was submitted to the Secretary-General on the conduct and outcome of the elections.

PARAGUAY

Request: On 15 April 1993, the Government sent an official request for United Nations observation of the General Elections scheduled for 9 May 1993.

Action taken: In a letter dated 27 April 1993, the Government was informed that the Resident Coordinator would be requested to follow the electoral process and report on its conduct and outcome. UNDP also

implemented a project of technical support to the Electoral Council.

PHILIPPINES

Request: In 1992, the Commission on Elections of the Philippines requested technical assistance in the modernization of election procedures, the establishment of a management information system, and in the reorganization of the Commission.

Action taken: In April 1993, UNDP sent a consultant for a period of one month to provide technical assistance to the Electoral Commission.

SENEGAL

Request: On 3 February 1993, the United Nations received an official request from the Government of Senegal to send observers for the Presidential and Legislative elections scheduled to take place on 21 February and 9 May 1993, respectively.

Action taken: On 12 February 1993, the Government was informed that the Resident Coordinator would be instructed to follow the Presidential elections and to report to the Secretary-General on its conduct and outcome. With regard to the Legislative elections, the Resident Coordinator received the same instructions.

SEYCHELLES

Request: On 9 June 1993, the Government sent a request to the Secretary-General to send observers to the Referendum to be held on 18 June 1993. The United Nations was further requested by the Government to observe the Presidential and Legislative elections of 23 July 1993.

Action taken: The Government was informed that the UNDP Resident Representative in the Seychelles would be instructed to follow the Referendum and to report on its conduct and outcome. Regarding the Presidential and Legislative elections, an officer from the Electoral Assistance Unit was sent to the country to follow the elections and to prepare a study on the democratic transition. (See document A/47/668 and Corr.1 for activities undertaken up to 16 October 1992.)

SIERRA LEONE

Request: In September 1993, following consultations regarding the need for a Special Rehabilitation Mission to Sierra Leone, the Government confirmed its agreement with the fielding and terms of reference of such a mission.

Action taken: In October 1993, the United Nations sent a Special Rehabilitation Mission to Sierra Leone, headed by UNDP, in order, inter alia, to assess the requirements for free and fair elections. An officer of

the Department for Development Support and Management Services specialized in electoral processes was part of the mission, and has submitted a report.

SWAZILAND

Request: On 14 May 1993, the UNDP Resident Representative in Swaziland received an official request from the Government for financial assistance for the Parliamentary elections to be held in 1993.

Action taken: The Resident Representative informed the Government of the difficulties in fulfilling their request on account of the limited availability of UNDP funds.

TOGO

Request: On 19 November 1992, the Secretary-General received a request for observers for the Presidential and Legislative elections. Further requests were sent on 15 May 1993 and 17 July 1993. After some delays, the Presidential elections were ultimately held on 25 August 1993, and the Legislative elections have been tentatively scheduled for November 1993.

Action taken: On 27 May 1993, the Secretary-General sent a letter to the President of Togo, informing him that the United Nations was unable, at that stage, to respond positively. In the same letter, the Secretary-General also suggested that the elections be postponed until the political situation improved. Following a subsequent request of 17 July 1993, the Resident Coordinator was instructed to follow the electoral process and report on its outcome and conduct. A United Nations officer and a consultant were sent to the country to assist the resident Coordinator, who has submitted a report. (See document A/47/668 and Corr.1 for activities undertaken up to 16 October 1992.)

UGANDA

Request: On 27 October 1992, the UNDP Resident Representative informed Headquarters that the Government was contemplating inviting the United Nations and other international organizations to observe the elections for the Constituent Assembly in 1993. On 16 July 1993, the Commissioner for the Constituent Assembly sent a request to the United Nations to facilitate and coordinate the activities of international observers for the elections then scheduled for December 1993.

Action taken: A team composed of a United Nations officer and a consultant was sent to the country in November 1992 to assess the needs and to prepare a project document for technical assistance. In June 1993, a consultant was sent to assist the Resident Coordinator, and later a team of consultants went to assist the authorities in organizing the upcoming

elections, under the technical assistance project. In August 1993 the United Nations further sent a team composed of an officer of the Electoral Assistance Unit and a consultant to discuss with the local authorities the possibility of United Nations support to the coordination of international observers.

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ADVANCEMENT OF WOMEN

United Nations International Research and Training Institute for the Advancement of Women and the United Nations Development Fund for Women

Report of the Secretary-General pursuant to Economic and Social Council decision 1993/235

1. In a note submitted to the Economic and Social Council at its substantive session of 1993 (E/1993/82), the Secretary-General transmitted to the Council a proposal for the merger of the United Nations International Research and Training Institute for the Advancement of Women (INSTRAW) with the United Nations Development Fund for Women (UNIFEM). The proposal, based on a recommendation made by the high-level panel of advisers on the restructuring of the economic and social sectors of the Organization, which was endorsed by the Secretary-General, was elaborated by a task force established by the Secretary-General, following discussion in the Board of Trustees of INSTRAW. The intention of the Secretary-General in carrying forward this proposal is to contribute to the achievement of a stronger and more unified programme for the advancement of women within the United Nations as a whole.

2. The task force, chaired by the Executive Director of the United Nations Population Fund, was composed of two members of the Board of Trustees of INSTRAW and two members of the Consultative Committee of UNIFEM, selected by them, 1/ with the assistance of the Directors of the two entities and representatives of UNDP and the Division for the Advancement of Women of the Secretariat. The report (E/1993/82, annex), which was submitted to the Secretary-General with the unanimous endorsement of the task force, formed the basis for the Secretary-General's submission to the Council.

1/ In the task force, the Board of Trustees of INSTRAW was represented by Aida Gonzalez Martinez (Mexico) and Kristin Tornes (Norway), and the Consultative Committee of UNIFEM by A. Missouri Sherman-Peter (Bahamas) and Ulla Lehmann Nielsen (Denmark).

3. In its decision 1993/235, adopted on 27 July 1993, the Economic and Social Council took note with appreciation of the note by the Secretary-General and agreed that the recommendation to merge INSTRAW with UNIFEM "in pursuance of a stronger, more unified programme for the advancement of women could proceed, subject to the recommendations set out in paragraph 13 of the report, in particular the need for a proper analysis of the legal, financial and administrative implications of the merger, and subject to consideration by the General Assembly at its forty-eighth session".

4. The present report, prepared pursuant to this decision, is submitted to the General Assembly in order to facilitate its consideration of the matter, as provided for in the Council's decision. The report takes into full account the recommendations outlined in paragraph 13 of the task force report (E/1993/82, annex), referred to in the Council's decision. It also provides an analysis of the implications of the proposal, as requested by the Council.

5. In accordance with paragraph 13 of the task force report the merger should take place under conditions which would make it possible:

(a) To enhance the coordination and reinforcement of the linkages and commonalities of the programmes of the two entities without detriment to the comparative advantages, characteristics and distinct identity of each, including the capacity to carry out independent research and related training activities for the advancement of women;

(b) To build fully on the very significant contributions made by the Government of the Dominican Republic;

(c) To avoid any decrease in the flow of resources; on the contrary the merger should be pursued in such a way as to fully mobilize not only the resources of traditional donors to each of the two entities but also other sources of funding in support of the strengthened joint programme.

6. As indicated above, the overall objective of this important aspect of the restructuring of the economic and social sector of the Organization is to contribute to the achievement of a stronger and more unified programme for the advancement of women within the United Nations as a whole. Having considered various options to this end, and following consultations, including with the host Government of INSTRAW, the Secretary-General, in line with the conditions outlined above, wishes to confirm that a fusion of the two entities, which would not preserve the distinct identity of the two programmes, would not be conducive to this objective. In the Secretary-General's view, this objective can best be achieved through streamlined arrangements which would place the two entities under a single management and reporting mechanism, while, at the same time, maintaining and taking maximum advantage of the comparative advantages and characteristics of each of the two programmes.

7. In the same context, the Secretary-General attaches importance to a continuing presence of UNIFEM/INSTRAW in Santo Domingo, to be supplemented by related measures which would further strengthen such presence and help ensure that gender issues are effectively pursued in a broader range of training programmes of the Organization as a whole. Accordingly, a careful balance should be introduced between those aspects of the activities of the two

programmes, particularly those related to executive direction and management, which are best carried out from a central location, bearing in mind, inter alia, the redeployment of the Division for the Advancement of Women and the Secretary-General for the Fourth World Conference on Women in the Department for Policy Coordination and Sustainable Development, and those activities of both programmes which are best carried out in a decentralized manner in a developing country location. The arrangements to be made should also enhance long-term prospects for access to resources in general, and release resources to strengthen the capacity to undertake research and training activities in particular.

8. In furtherance of these objectives, and in line with the considerations outlined in paragraph 4 above, the following administrative, financial and legal arrangements are proposed:

General

(a) The two programmes would be placed under common management;

(b) The mandates of both programmes would be maintained in their entirety;

(c) The distinct identity of the INSTRAW Trust Fund and of the United Nations Development Fund for Women would be maintained and they would be separately open to contributions including at the annual United Nations Pledging Conference for Development Activities;

(d) All arrangements for the operation and control of the United Nations Development Fund for Women would also apply to the INSTRAW Trust Fund;

(e) The same staff and financial regulations and rules and operating procedures which currently apply to UNIFEM would also apply mutatis mutandis to the totality of the combined programmes, including the research and training activities hitherto carried out by INSTRAW;

INSTRAW programme

(f) A distinct research and training programme would be maintained and headed at the same level as the present position of Chief of Research and Training in INSTRAW;

(g) In order to provide expert advice in relation to this research and training programme, an advisory group on research and training would be established, as recommended in paragraph 13 of the task force report. The group would be composed of a limited number of experts in the areas of concentration of INSTRAW's research and training mandate, selected with due regard to equitable geographical distribution;

UNIFEM programme

(h) The UNIFEM component of the combined programme would be unchanged, except for the modification in reporting arrangements referred to under (j) below;

Governance and reporting arrangements

(i) Bearing in mind the expert advice in respect of the research and training programme to be provided by the advisory group referred to under (g) above, the Consultative Committee of UNIFEM would exercise oversight both for the activities of UNIFEM and for the research and training programme which has heretofore come within the purview of the Board of Trustees of INSTRAW;

(j) Other aspects of the reporting arrangements would be unified and streamlined in a way which would eliminate duplication of reporting mechanisms, while enabling all intergovernmental bodies involved in the governance of either UNIFEM or INSTRAW to exercise their respective responsibilities in relation to the totality of the combined programmes, in particular:

(i) The secretariat would prepare a biennial report on programme activities covering both operational (UNIFEM) and research and training activities (INSTRAW) for submission to the Consultative Committee. The report would be submitted to the Economic and Social Council, after review by the Commission on the Status of Women and the United Nations Development Programme (UNDP) Governing Council, to ensure that these activities respond to the overall strategy of the United Nations on women, and would then be transmitted by the Council to the General Assembly;

(ii) Related biennial budget requirements would be submitted to the Consultative Committee at the same time as the biennial report on programme activities. These requirements would be incorporated in the UNDP biennial budget estimates submitted by the Administrator, through the Advisory Committee on Administrative and Budgetary Questions, to the Governing Council for approval.

9. With regard to legal implications, as indicated in paragraph 2 above, the Council, in its decision 1993/235, agreed that the proposed measures could proceed subject to consideration by the General Assembly at its forty-eighth session. Thus, should the Assembly endorse the proposal, the Secretary-General would implement it on the basis of the above-mentioned decision of the Council and the endorsement by the Assembly.

10. The proposed arrangements would not require any substantive changes in the statutory provisions relating to UNIFEM, the only adjustment required being the change in reporting procedures, which would be unified as proposed in paragraph 8 (j) above.

11. As far as INSTRAW is concerned, as noted above, its main objectives and functions would likewise not be affected, since under the proposed arrangements the identity of the INSTRAW programme would be retained. However, as described above, the streamlining would lead to modified administrative, financial and structural arrangements for INSTRAW, replacing the current ones which would be considered as rescinded.

* * *

12. In line with the relevant recommendation of the task force, the Secretary-General is very conscious of the need to build on the very significant contribution made by the Government of the Dominican Republic and is consulting with the Government on different options which would serve to further an important objective of restructuring, namely, the decentralization of specific advisory and training activities closer to the countries they serve.

13. Firstly, Santo Domingo could serve as the major location for training programmes carried out by the proposed joint UNIFEM/INSTRAW programme. In the context of the UNIFEM programme, these are estimated at some four meetings/seminars/workshops of varying duration per annum. A number of meetings/workshops within the INSTRAW programme could likewise be held in Santo Domingo.

14. UNIFEM could establish a presence in the Dominican Republic to provide overall management of its Caribbean programme activities. UNIFEM total annual programme expenditure in the Caribbean for 1993 will exceed $500,000, which represents "seed money" aimed at mobilizing larger sums.

15. Secondly, planning is currently under way for the creation of a "capacity-building" centre for Latin America and the Caribbean, along the lines of the capacity-building activities currently being carried out by the UNDP Office for Projects Services (OPS) in the Asian region, utilizing a self-supporting institute (the Asian and Pacific Programme for Development Training and Communication Planning, located in Manila). The proposed new centre would be financed jointly by the United Nations regular programme of technical cooperation, UNDP/OPS and bilateral donors. Additional financial support would also be sought from concerned financial institutions, such as the Inter-American Development Bank and the World Bank.

16. The centre would function as a training facility for officials from Latin America and the Caribbean in areas of particular importance to their capacity-building effort, such as governance, administrative reform, private sector development, public financial management, and programme management. The centre would be managed by a core staff to be supplemented, when training courses take place, by trainers and consultants, as required. At this stage, it is anticipated that a minimum of eight training courses/seminars per year could be organized at the centre, to be increased, subject to demand and availability of funding.

17. The availability of suitable premises for this centre would greatly facilitate the development of the institution, since it would reduce operating costs to a minimum and allow utilization of all available resources for training purposes. The interest of the Government of the Dominican Republic in hosting this centre in Santo Domingo is currently being explored.

18. The two options outlined above would be mutually reinforcing, with the continuing presence of UNIFEM/INSTRAW ensuring that gender issues are fully taken into account in the training programmes and related activities of the proposed "capacity-building" centre.

19. The present Headquarters Agreement between the United Nations and the Government of the Dominican Republic would need to be revised to reflect the

implications of the new arrangements as well as further agreements to be reached concerning the deployment of activities to Santo Domingo, in the light of the options outlined above.

* * *

20. It is estimated that economies of scale resulting from placing the two programmes under common direction would result in savings of some $0.6 million which, subject to the availability of funds, may be used to strengthen research and training activities. While there would be a one-time non-recurrent cost of less than $300,000 for transitional measures, it is estimated, taking into account the fact that savings in operational costs would be redeployed to research and training activities, that the resources available to INSTRAW for the biennium 1994-1995 would still be more than sufficient to meet that cost.

CONCLUSIONS

21. The Secretary-General trusts that the above arrangements meet the conditions set out in paragraph 13 of the task force report, which were specifically highlighted in the Council decision and are summarized in paragraph 5 above. In particular, the above arrangements have been designed to maintain the comparative advantages, characteristics and distinct identities of the two entities, while serving to reinforce the linkages and commonalities of their respective programmes. Such linkages and commonalities have been amply illustrated in the task force report before the Council and need not be repeated here.

22. Equally important, the above arrangements should result in the strengthening of the overall capacity of the Organization to undertake research and training programmes in support of the advancement of women, as well as enhancing the flow of resources available for these activities.

23. In particular, in line with the guidelines contained in the task force report, these arrangements should, on the one hand, "enable INSTRAW to keep its finger on the pulse of the research needs of operational activities for the advancement of women. On the other hand, UNIFEM would have ready access to research outputs that can be adapted and applied at both the policy and grass-roots levels. A closer relationship should have the desirable effect of a more coherent approach to addressing problems of women in the developing world" (E/1993/82, annex, para. 10).

24. It may also be expected that the arrangements outlined above, designed to draw maximum advantage from commonalities between the two entities while maintaining the respective identities of the INSTRAW Trust Fund and the United Nations Development Fund for Women, will enhance the capacity for fund-raising and the flow of resources for both programmes. In addition, as indicated, administrative savings are envisaged to benefit substantive programmes.

25. Other recommendations of the task force concerning the strengthening of the interactions of the two programmes with the Commission on the Status of Women and the Economic and Social Council are similarly reflected in the new reporting arrangements outlined in paragraph 8 (j) above.

26. Finally, the above arrangements are intended to meet the concerns of the task force, which are fully shared by the Secretary-General, to build fully on the generous contributions made by the Government of the Dominican Republic.

* * *

27. The Secretary-General has been concerned to ensure that the modalities envisaged for the merger of these two programmes should be in line with the approaches underlying his overall restructuring effort, which involve a careful balance between, on the one hand, actions aimed at achieving a greater integration of the relevant economic and social activities within the Organization and, on the other hand, the decentralization of specific advisory and training activities closer to the countries they serve. In this perspective, the measures outlined in the present report should contribute to the success of the Fourth World Conference on Women and to furthering a comprehensive strategy to strengthen efforts in the United Nations system, at the global, regional and country levels, to improve the situation of women.